BRIEF FROM #31

THE SOUTHERN SIX MUNICIPALITIES

IN THE COUNTY OF YORK

TO THE ROYAL COMMISSION ON METROPOLITAN TORONTO

MARCH 1964

March 12th, 1964.

The undersigned Municipalities, all of which lie within the Metropolitan Toronto Planning Area, do hereby submit the attached brief for consideration by the Royal Commission on Metropolitan Toronto.

In preparing the brief, the Municipalities concerned have had the assistance of Murray V. Jones and Associates. The agreement of its preparation was based on the understanding that each municipality would be free to depart from the recommendations of the brief.

It is accordingly requested that each Municipality be afforded the opportunity to appear before the Royal Commission in this regard.

The Corporation of the TOWN OF RICHMOND HILL

MAYOR

CLERK

The Corporation of the VILLAGE OF MARKHAM

REEVE

CLERK

The Corporation of the VILLAGE OF STOUFFVILLE

REEVE

CLERK

The Corporation of the VILLAGE OF WOODBRIDGE

REEVE

CLERK

The Corporation of the TOWNSHIP OF MARKHAM

REEVE

CLERK

The Corporation of the TOWNSHIP OF VAUGHAN

REEVE

CLERK

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SOUTHERN SIX MUNICIPALITIES

IN THE

COUNTY OF YORK

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MARCH, 1964

LIST OF MAPS

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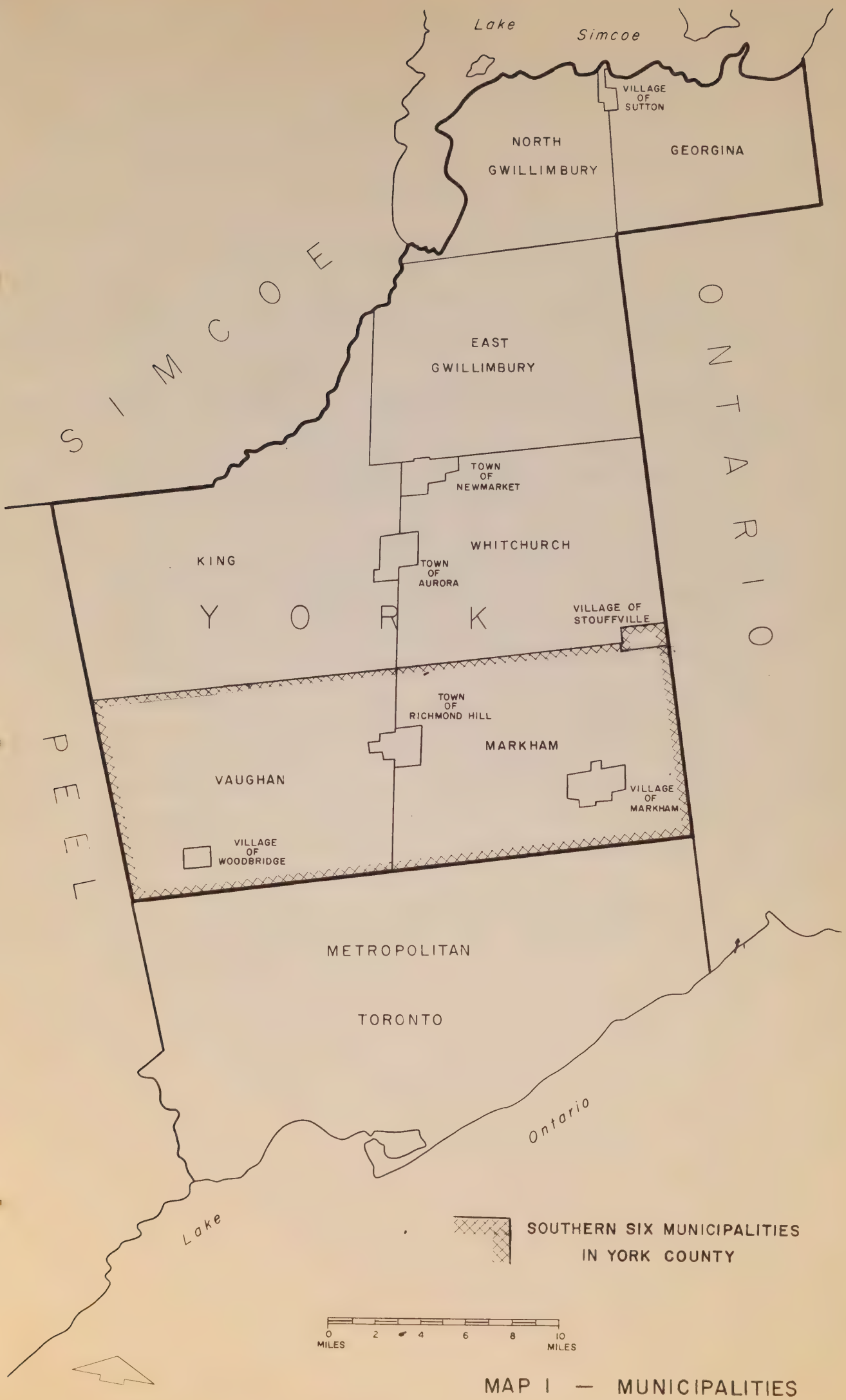


MAP I — MUNICIPALITIES

M.V. JONES AND ASSOCIATES

INTRODUCTION

This brief is being submitted to the Royal Commission on Metropolitan Toronto in response to two aspects of the Order-in-Council establishing the Commission.

The first has to do with directions to the Commission to examine the relationship of Metropolitan Toronto to the area municipalities including those within the larger planning area. The second has to do with the reference in the Order to the question of the adequacy of the corporate boundaries of Metropolitan Toronto.

The brief in its first three chapters sets out a factual account of the more important aspects of the areas' development and the projection of probable growth and change in the next decade. The last chapter contains a discussion of alternative courses of action which might be considered necessary or desirable in the structure and function of government in this area.

The conclusions presented in this Brief do not necessarily reflect the unanimous views of all members of Council in each of the municipalities concerned. In fact, the agreement reached for the preparation of the Brief was based on a clear understanding that each municipality would be free to submit separate briefs if it wished to do so or that a particular municipality might support this Brief in all but one or more specific aspects.

The municipalities concerned have had the assistance in the preparation of this Brief of Murray V. Jones and Associates, Urban and Regional Consultants of Toronto.

It is the sincere hope of the municipalities presenting this brief that it will be of positive assistance to the Commission.

CHAPTER I

THE DEVELOPMENT OF THE AREA TO 1953.

Historical Background.

Some of the earliest attempts at settlement in this area occurred in the Townships of Markham and Vaughan at the end of the 18th century. The majority of early settlers were attracted by the policy of land grants established by Governor Simcoe shortly after the founding of the Town of York in 1793. The policy was based on a plan for a continuous line of 200 acre farms adjacent to Yonge Street as far north as Holland Landing.

Markham Township had been partially surveyed in 1794 when the first group of German settlers located in the general area of Unionville. Surveying in Vaughan Township was started a year later, though a group of Dutch Mennonites led the settlers into this area before the mapping was finally completed.

The war of 1812 not only occasioned the influx of United Empire Loyalists to Upper Canada, but the military garrison also stimulated the commercial growth of the Town of York. This flow was checked after the war and it was not until 1825 that emigration from England again served to expand the limits of settlement. By 1831, immigrants arriving in Upper Canada numbered about 50,000 annually. By the early 'forties, the establishment of innumerable saw and grist mills had furthered the growth of such hamlets as Thornhill, Stouffville and Markham. Yonge Street became increasingly better travelled between York and Holland Landing, primarily due to the development of York as a town of increasing commercial and industrial importance and as a ready market for local produce. Peripheral settlement was stimulated as a result.

Two of the six municipalities now in York County can trace their corporate existence back to 1850, at which time both Markham and Vaughan Townships were incorporated. Prior to that date, the Home District remained as the sole unit of Municipal Government (apart from the City of Toronto) for an area which included the present counties of Dufferin, Ontario, Peel, Simcoe and York. This situation was rectified by the Baldwin Act of 1849 which permitted the establishment of townships, towns and villages as separate municipal corporations united under a county council. The incorporation of both the Village of Markham and the Village of Richmond Hill followed in 1873; the Villages of Stouffville and Woodbridge were incorporated in 1876 and 1882 respectively.

The growth of the rural communities continued somewhat sporadically for the rest of the century. While the railways lent a certain impetus to development in the latter half of the 1800's, a gradual decline in population was experienced in the six municipalities between 1870 and the turn of the century. This was partially attributable to the depression of the rural economy, the attraction of labour to the nearby city and a loss of soil fertility.

The rate of growth in the first four decades of this century indicates a stable rural economy unaffected by the developing urban centre. Table I shows the rate of growth of population from 1901 to 1951.

TABLE I

POPULATION GROWTH OF THE FRINGE MUNICIPALITIES(1) OF THE METROPOLITAN TORONTO PLANNING AREA, 1901 to 1951.

	FRINGE MUNICIPALITIES.					
	Six Municipalities(2)			Total Fringe		
Year	Total	% Increase	% of Total	Total	% Increase	% of Total
1901	13,387	-	55.0	24,342	-	100.0
1911	12,928	-3.4	52.9	24,442	0.4	100.0
1921	14,139	9.4	50.9	27,768	13.6	100.0
1931	16,069	13.7	48.0	33,464	20.5	100.0
1941	17,809	10.8	44.8	39,761	18.8	100.0
1951	27,555	54.7	36.5	75,404	89.6	100.0

Source: D.B.S.

(1) The fringe municipalities of the Metropolitan Toronto Planning Area are the Townships of Toronto, Toronto Gore, Vaughan, Markham and Pickering, the Towns of Port Credit, Richmond Hill and Ajax, and the Villages of Streetsville, Woodbridge, Markham, Stouffville and Pickering.

(2) The six municipalities are those represented by this report and underlined in (1) above.

The effect of the development of a predominantly east-west trade area along Lake Ontario occasioned by highways, railways, harbour and waterways, are evidenced in this table. The slower rate of increase experienced by the six municipalities when compared to the total fringe area is reflected in its declining proportion of the total fringe population. Trends in population growth to 1953 are examined in more detail in the following section.

Growth of Population.

By 1951, there were 27,555 persons residing in the six fringe municipalities, an increase of nearly 55% over the preceding decade.

Two years later, the assessed population for this area reached 32,067, nearly double that of 1941 (Table 2).

TABLE 2.

POPULATION GROWTH OF THE SIX MUNICIPALITIES, 1901 to 1953.

Municipality	Census of Canada						Assessed Pop'n.
	1901	1911	1921	1931	1941	1951	1953
Vaughan Twp.	4,856	4,398	5,080	5,468	5,829	9,766	11,636
% of total	34.2	34.0	35.9	34.0	32.7	35.4	36.2
Woodbridge	604	607	672	812	1,044	1,699	1,909
% of total	4.5	4.7	4.8	5.1	5.9	6.2	6.0
Richmond Hill	629	652	1,055	1,295	1,345	2,164	3,310
% of total	4.7	5.0	7.5	8.1	7.6	7.8	10.3
Markham Twp.	5,378	5,328	5,267	6,331	7,134	10,625	11,406
% of total	40.2	41.2	37.2	39.4	40.0	38.6	35.6
Markham Village	967	909	1,012	1,008	1,204	1,606	1,913
% of total	7.3	7.1	7.1	6.3	6.8	5.8	6.0
Stouffville	1,223	1,034	1,053	1,155	1,253	1,695	1,893
% of total	9.1	8.0	7.5	7.1	7.0	6.2	5.9
Total Six Municipalities	13,387	12,928	14,139	16,069	17,809	27,555	32,067
	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: D.B.S. and Dept. Municipal Affairs Statistics.

The pressure of post-war urban development outside the boundaries of Metropolitan Toronto was evident from the increased rate of growth during the two year period 1951-3 (2,250 persons per annum) as compared with the previous decade (975 persons per annum). Richmond Hill was one of the first municipalities in the area to be influenced by this pressure as is illustrated by the proportionate increase from 7.8% to 10.3% in the 1951 to 1961 decade.

The majority of the population growth in the latter decade took place in the concessions bordering Yonge Street, though limited settlement occurred in areas peripheral to the villages and to the smaller hamlets scattered throughout the Townships.

Employment.

Relatively little information is available on employment for this period. In 1951 it was estimated by the Metropolitan Toronto Planning Board that total employment in the thirteen fringe municipalities was about 21,300, including all agricultural workers. A further survey conducted in 1953 by the Dominion Bureau of Statistics indicated a total of 56 manufacturing firms employing 870 persons were located in the six fringe municipalities to the north of Metropolitan Toronto. Results of later studies produced in 1956 as part of the background to the draft Metropolitan Official Plan are found in Tables 3 and 4.

TABLE 3.

RATIO OF EMPLOYMENT TO POPULATION, 1956.

Characteristics	Metro Toronto	Suburban Fringe	Six Municipalities
Population	1,358,000	336,400	40,000
Employment	630,000	74,000	6,000
Ratio Emp./Pop.	46%	22%	15%

Source: D.B.S., N.E.S., M.T.P.B.

TABLE 4.

COMPOSITION OF EMPLOYMENT IN SIX MUNICIPALITIES, 1956.

Type of Employment	Total	%
Agriculture and Quarrying	2,700	45
Manufacture and Wholesale	1,560	26
Retail	420	7
Other	1,320	22
Total Employment	6,000	100

Source: D.B.S. & M.T.P.B.

The ratios (Table 3) indicate the dominance of the metropolitan area with regard to employment while the high proportion of those employed in agriculture and quarrying (Table 4) illustrates the rural-oriented economy of this area.

Agriculture.

The agricultural development in this area, although fairly similar to that of the rest of Southern Ontario, has always been influenced by its proximity to the steadily increasing Toronto market area.

Here, as elsewhere, there have been several phases of farming development. The pioneer phase exemplified by general farming was followed by a more specialized period of grain farming influenced by a growing market. A transitional phase which saw a return to predominantly mixed farming later evolved into the more specialized farming practises in the thirties and early forties concurrent with the growth of the Toronto market.

The farm economy since the end of the last war has been influenced by immigration, the expansion of urban development, the decrease of available farm labour (especially seasonal) and the increase of international trade of food products. One of the most significant developments has been the extensive reclamation of the Holland marsh area to the north and its growing importance as the source of supply to Toronto of market garden produce.

Although the effect of these influences are most evident today, the picture was already changing in the early fifties.

There were 1,124 farms in the Townships of Markham and Vaughan in 1951. Although these farms were responsible for about 86% of the combined acreage of the two townships, they were housing only 20% of the combined population (Chapter II, Table 11).

Markham Township reported more farm properties than Vaughan Township (638 and 486 respectively) with Markham farms being on the average smaller in size (only 90 acres compared to 115 acres in Vaughan Township).

In comparison with Vaughan farms, those in Markham Township had a greater proportion of improved land (86% to 84%) and farm land under crops (68% to 62%). Vaughan farms, however, had a greater proportion of pasture land (15% to 11%) woodland (7% to 4%) and acreage sown to cereal grains (42% to 38%).

Although the farms in Markham Township had a greater proportion of total farm land improved and under crops, they had less market value than those in Vaughan Township ($28,500 to $32,600 respectively). The variance in value, occasioned by the smaller average size of holding was also reflected in the lower land and building value ($18,800 to $21,700 respectively).

Road System.

In 1953, the six area municipalities were served by a road system comprising main highways, suburban, county and local roads. The jurisdiction of these roads was divided among three separate authorities. The main traffic arteries were under the jurisdiction of the Ontario Department of Highways while both the suburban and county roads were the responsibility of the Toronto and York Roads Commission. The construction and maintenance of all roads designated as local was the responsibility of the municipality in which they were located. Events leading to the formation of the Toronto and York Roads Commission may be summarized as follows.

Toronto and York Roads Commission.

Toward the end of the 19th century it was realized that an arterial system of highways was essential if the growing transportation requirements of Toronto and the fringe areas were to be met. In 1901 the legislature of Ontario passed an "Act for Improvement of Public Highways" under which the province agreed to pay one-third of the cost and maintenance of approved county highway systems.

An initial move to provide for such a system was rejected in 1904 but the County Road Committee succeeded in 1911 in reaching an agreement with the City of Toronto for each to contribute one third of the cost of constructing permanent roadways in the County. The first Board of Highway Commissioners was composed of three representatives

from the County, two from Toronto and one from the Province. In 1914 the Ontario Highways Act was passed, obligating cities to form suburban area commissions for road purposes where the Counties took the initiative. It will be noted that this legislation applies throughout the Province and is not unique to the County of York and Metropolitan Toronto. This legislation superseded the original agreement between the City of Toronto and the County of York and provided that the respective contributions for roads should be 80% for County and City and 20% for the Province on maintenance and a 60% to 40% split on construction.

The Toronto and York Roads Commission was finally established in 1916 with two representatives each from the City and the County and one from the Province. The respective contributions were adjusted in such a way that the cost of construction and maintenance on suburban roads was divided equally between City (25%) and County (25%) and the Province paying the remaining 50%. The City of Toronto was exempted from expenditure on roads assumed by the County other than those classified as suburban. Despite an attempt by the City in 1944 to be relieved of some of its obligations with respect to suburban roads, the situation as described above prevailed until the time of incorporation of Metropolitan Toronto.

Prior to 1953 the existing road system in the six municipalities comprised some 49 miles of provincial highways, 43 miles of suburban and county roads and 307 miles of local streets, lanes and alleys. The following list indicates the breakdown of these thoroughfares by jurisdiction.

Ontario Department of Highways
Kings Highways - 400, 50, 49, 27, 11, 7.

Toronto and York Roads Commission
Highways - 3 Kennedy Road
6 Dufferin Street
7 Weston Road
8 Don Mills Road
14 Newmarket to Stouffville
23 Markham Road
25 Maple Road
26 Steeles Avenue East.

The following breakdown gives some idea of the mileage for these roads within Markham and Vaughan Townships in this period.

Markham Township - 187 miles
King's Highways - Main - 14
County and/or Suburban roads - 19
Local Streets and Roads - 154

Vaughan Township	- 212 miles		
King's Highways	- Main	-	32
	- Secondary	-	3
County and/or Suburban roads		-	24
Local Roads and Streets		-	153

Of this total approximately 82% of the provincial highways, 67% of the suburban and county roads but only 2% of the local streets were hard surfaced. The remainder were either gravel or dirt roads.

Within the four villages there were another 27 miles of roads; these totalled 9 miles in Stouffville, 8 in Markham, 6 in Richmond Hill and 4 in Woodbridge.

Urban Services.

Water Supply.

In the years prior to the incorporation of Metropolitan Toronto the supply of water to areas north of Steeles Avenue was adequately met from either public or private wells. Most urban concentrations of any size, such as the villages and hamlets, were supplied through a system of municipal water mains fed by one or more wells. There were two notable exceptions to this rule; one was the Village of Stouffville (which obtained its water from Duffins' Creek) and the other was an area in the south-west corner of Markham Township. Here, due to a plan of subdivision, an agreement for service was signed with the Township of North York. The agreement provided for the extension of 1.4 miles of watermains into the area, to supply some 150 households.

Throughout five of these municipalities, approximately 23 miles of mains were in operation. There were no water mains in the Township of Vaughan, Markham Township had the 1½ miles of mains mentioned previously: Woodbridge, Markham Village and Stouffville had some 5 miles each, and 7 miles of mains were in existence in the Village of Richmond Hill.

However, with the growing urbanization of the townships in the early fifties, the lack of an adequate municipal water supply was becoming increasingly a matter of concern.

Sanitary Sewage Disposal.

Prior to 1954, only one of the area's municipalities was adequately served with sanitary sewers and sewage treatment facilities.

Richmond Hill alone had a sewage treatment plant which was completed in 1952 and served by 8 miles of sanitary sewers. The remaining villages and urbanized areas within the townships (such as Maple and Unionville) were served by septic tanks.

Storm Water Disposal.

A similar situation existed with regard to storm water drainage as with sanitary sewage disposal. Richmond Hill, with 2 miles of Storm Sewers, was the sole municipality with an underground storm water disposal system.

Police and Fire Protection.

The degree of the protective services provided in this area in 1953 is indicative of the absence of extensive areas of urban development.

TABLE 5

POLICE AND FIRE PROTECTION SERVICES, 1953.

	Police Protection	Fire Protection
Vaughan Twp.	3 on force operating from Maple Municipal Office	30-35 volunteers in firehall at Maple 1 pumper truck
Woodbridge	2 on force operating from municipal office.	21 volunteers in town firehall 1 pumper truck
Richmond Hill	3 on force operating from municipal office.	60 volunteers in town firehall 1 tank truck
Markham Twp.	5 on force operating from municipal office at Unionville, later in Buttonville.	No official brigade. Agreements for service with fire departments of Unionville, Markham Village and Richmond Hill.
Markhsm V.	1 on force operating from municipal office.	18 volunteers in town firehall 2 pumper trucks.
Stouffville	1 part time man on force at municipal office.	20 volunteers in town firehall 1 pumper truck.
Unionville	1 on force operating from municipal office	17 volunteers in town firehall 2 pumper trucks

Health and Welfare Services.

The York County Health Unit, established in 1950, consolidated a variety of health services previously provided by the local municipalities. It operated in this particular area through offices established at Richmond Hill, Woodbridge and Stouffville.

Prior to 1953, two private hospitals were serving this area; the Brierbush Private Hospital at Stouffville and Shouldice Surgery at Thornhill. The former could be classified as a general hospital having a capacity of 27 beds. The latter, in its function as a specialized treatment hospital, had a capacity of 30 beds.

Many welfare services were available to the area residents at this time such as those offered by the Children's Aid Society and the County Home for the Aged. These services and several others have been discussed at greater length in a later section (Chapter II, Page 23).

Educational Facilities.

Prior to 1953, there were 52 schools serving this area; 49 were elementary, 2 were secondary and 1 was a separate school. Table 6 illustrates the distribution of this total as well as enrollment and estimates of total staff.

TABLE 6.

CHARACTERISTICS OF EDUCATIONAL FACILITIES, 1953.

Characteristic	Vaughan Twp.	Wood-bridge	Richmond Hill	Markham Twp.	Markham Village	Stouff-ville.
Elementary Schools						
- number	25	1	1	20	1	1
- total staff	55	8	20	31	9	7
- enrollment	1,650	240	600	930	120	210
Secondary Schools						
- number	-	-	1	-	-	1
- total staff	-	-	25	-	-	8
- enrollment	-	-	875	-	-	280
Separate School						
- number	-	-	-	1	-	-
- total staff	-	-	-	6	-	-
- enrollment	-	-	-	210	-	-

The majority of the elementary schools were of the rural one or two room variety located in Markham and Vaughan Townships (19 and 14 respectively). Other township schools (12 in number) were of a larger unit size and located in the more densely populated areas along Yonge Street.

Each of the villages had one school though in the Village of Richmond Hill the facilities were less than adequate. In the latter municipality the 12 available classrooms were overcrowded to the extent that additional classes were held in such locations as the municipal offices and the Orange Home. The sole separate school was located at Thornhill.

Secondary education was provided by the Richmond Hill High School which served the entire area. Students from various municipalities attended the school by agreement of their municipality with the York County District High School Board. The municipality of Woodbridge also had an agreement with the Town of Weston for the use of its secondary educational facilities.

The jurisdiction of all schools was divided between many local boards. In Markham and Vaughan Townships, there were 23 school sections (19 and 14 respectively) each with one school and each under a three man trusteeship; Vaughan Township had 2 township school areas as well. These

were under the trusteeship of a five man board responsible for the larger unit size schools. The two townships also shared one union school area in the vicinity of Thornhill and the three schools served the educational needs of the two townships under the jurisdiction of a three man Board.

Planning Organizations and Functions.

In August 1946, those thirteen municipalities that now form the Municipality of Metropolitan Toronto were defined as a planning area in accordance with the provisions of the Planning Act of 1946. The City of Toronto was named as the Designated Municipality and vested with the responsibility of appointing a Planning Board; this was later carried-out with the appointment of nine members representing the City and four the suburban municipalities.

It was soon evident that the constitution of the Board was not entirely satisfactory to those municipalities lacking direct representation. As a result the work of the Board was delayed until January 1947 when the York County Council appointed an advisory Planning Committee to the Council, consisting of representatives of the twelve original municipalities and of the Townships of Vaughan, Markham and North Gwillimbury. This Committee was to assist the Board and act in a liaison capacity between the Board, the municipalities and the County Council. The County concurrently agreed to pay one-third of the Board's expenses, the remaining two thirds to be assumed by the City of Toronto.

Shortly after this time it was decided that the Planning Area should be extended to include the whole County of York and that the Board should be reconstituted as the Toronto and York Planning Board. The necessary action was taken by the Minister on November 1947 and nine members were duly appointed, five representing the City and four representing the County.

This Board became the primary planning agency in the County for the next six years and it continued to function without significant change until 1953; due to limitations of budget, the professional staff remained few in number during the same interval of time. Planning consultants were at one point retained without remuneration to act as an advisory committee on matters of planning policy and technique. This committee was responsible for the first major planning report(1) in the northern areas of York County. With an analysis of existing conditions, it made recommendations for future policies and actions that should be implemented.

The earliest planning boards which were formed in the northern fringe communities were in Markham and Vaughan Townships, both in 1948. However, the Markham Board resigned a year later and was not re-formed until 1952.

(1) County of York Planning Survey, 1948.

By 1954 all of the six municipalities had established Boards to meet the growing need for some form of planning control. None of them employed any permanent staff during this time and as a result, there was little planning activity at a local level. Vaughan Township did produce a preliminary official plan which was approved shortly after the Board's formation in 1948; Richmond Hill followed with its official plan being approved in 1953. For the most part, the rural planning agencies were dependent on the guidance and counsel of the Toronto and York Planning Board on any pressing local issues which required assistance.

CHAPTER II.

GROWTH AND CHANGE 1953 - 1963.

By 1953, the servicing and related economic problems confronting the suburban municipalities adjoining the City of Toronto were so severe as to dictate the necessity of some form of municipal organization. The initial step was taken by the Town of Mimico followed by the City of Toronto who requested the Province to amalgamate the thirteen urbanized municipalities into a single municipal entity. Despite the combined opposition of eleven of the municipalities involved (Mimico alone being in favour) the Ontario Municipal Board under the Chairmanship of Lorne R. Cumming handed down a decision in January, 1953 that resulted in provincial legislation establishing the Municipality of Metropolitan Toronto. The effective jurisdiction of the Metropolitan government began on January 1, 1954.

The creation of Metropolitan Toronto reduced the number of municipalities in the County of York by twelve to a total of fourteen. The six municipalities represented by this report were among the fourteen remaining outside Metropolitan Toronto and in the County of York.

There have been many significant social and economic changes in some of these municipalities in the period since 1953. Though statistics are lacking for some of these elements, it is useful to briefly consider some of the trends in population, employment, agriculture, road and servicing systems, planning functions and expenditures affected by the change. The available data is not coincidental with the decade since the incorporation of Metropolitan Toronto in 1953, but can be indicative of the general trends of the intervening period.

Population.

The following table illustrates the trends in population growth in the decade from 1951 to 1961.

TABLE 7

POPULATION GROWTH IN FRINGE MUNICIPALITIES, 1951 to 1961.

Municipality	1951	1956		1961		1951-1961
	Pop'n.	Pop'n.	% Increase	Pop'n.	% Increase	% Increase
Vaughan Twp.	9,766	13,843*	41.7	16,701*	20.6	71.0
Woodbridge	1,699	1,958	15.2	2,315	18.2	36.3
Richmond Hill	2,164	6,677*	208.5	16,446*	146.3	660.0
Markham Twp.	10,625	12,470*	17.4	13,426*	7.7	26.4
Markham Vill.	1,606	2,873*	78.9	4,294*	49.5	167.4
Stouffville	1,695	2,307*	36.1	3,188	38.2	88.1
Sub-Total Six Municipalities	27,555	43,128	56.5	56,370	30.7	104.6
Balance of Fringe**	50,443	77,655	53.9	102.701	32.3	103.6
Total Fringe	77,998	117,783	51.0	159,071	35.1	103.9

* Indicates boundary change since previous census Source: D.B.S.

** See Note 1 (Table 1)

The population of the fringe municipalities surrounding Metropolitan Toronto has more than doubled in the past decade (103.9%), the greatest percentage increase occurring in the first five year period. This reflects a similar trend in immigration into the country in the same decade.

The growth rate was slower in the last five years of this decade for all six municipalities and particularly for four of them. Stouffville and Woodbridge alone showed an increased growth rate in the latter part of the decade. It should be noted that a certain proportion of population changes since 1951 have resulted from the annexation of land by the various towns and villages from the adjoining townships, but in most cases, these annexations have involved a relatively small portion of the total populations of the affected municipalities.

The greatest growth has taken place in Richmond Hill, whose present population is 8 times greater than the 1951 total. The remaining five municipalities have grown to varying degrees ranging from the 167% increase in the Village of Markham to 26% in the Township of Markham over the same decade. Despite their cumulative size however, the six municipalities account for a relatively small proportion of the total fringe population (i.e. those 13 municipalities outside of Metropolitan Toronto but within the Metropolitan planning area). The 37% of total fringe population in the subject municipalities in 1951 decreased to 35% in 1961. This is attributable to both historical factors and to the accessibility to Lake Ontario for Water Supply and sewage disposal of those fringe municipalities adjoining the Lake. The current distribution of population in the six municipalities is illustrated on Map 2.

The following Table 8 is a comparison of the age composition of population in the six municipalities to that of the fringe.

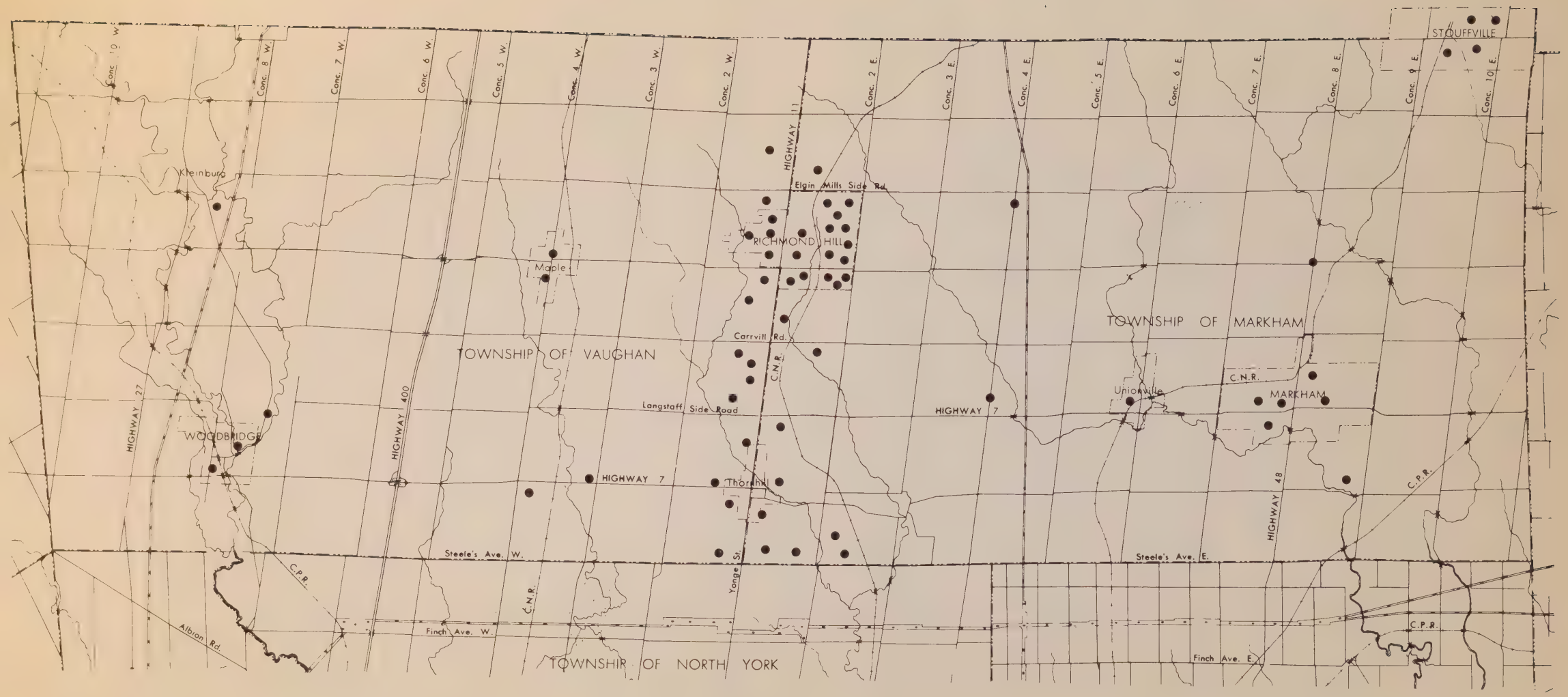
TABLE 8.

AGE COMPOSITION OF THE POPULATION IN THE FRINGE MUNICIPALITIES 1961.

Municipality	Total Pop'n.	Percent Distribution of Age Groups				
		0-4	5-14	15-19	20-64	65+
Vaughan Twp.	16,701	12.3	22.1	7.3+	51.1	7.2+
Woodbridge	2,315	10.7	22.0	6.7+	53.5+	7.1+
Richmond Hill	16,446	15.7+	25.0+	5.5	49.9	3.9
Markham Twp.	13,426	11.9	22.4	6.9+	51.3	7.5+
Markham Vill.	4,294	12.8	22.5	6.7+	50.0	8.0+
Stouffville	3,188	14.1+	19.9	5.8	46.8	13.4+
Sub-Total	56,370	13.3	22.9	6.5	50.6	6.7
Suburban Twps.(1)	643,280	13.3	21.1	5.9	55.0	4.7

(1) Twps. of Etobicoke, North York and Scarborough Source: D.B.S.

One characteristic of the area's population is the higher proportion of those over 65 years of age (6.7%) when compared to that



MAP 2— POPULATION DISTRIBUTION — 1963

EACH DOT REPRESENTS 1000 PERSONS

SCALE — 1 INCH = 10,000 FEET

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in the three suburban townships of Metropolitan Toronto (4.7%). With the exception of Richmond Hill (3.9%), Table 8 indicates that all the municipalities and particularly Stouffville are well above the average of the suburban townships with respect to the older components of the population. This reflects the number of long-time residents in the older established communities of the area.

The percentage differences in the two school age groups is indicative of the younger suburban families of Metropolitan Toronto compared to the older family units in nearly all of the fringe communities.

The same proportion of pre-school age children (13.3%) illustrates the effect of the younger family units in Richmond Hill and again in Stouffville where pre-school children represent 15.7% and 14.1% of the population respectively.

Employment

The most current data available for the six municipalities shows that the ratio of employment to population remained constant at 15% from 1956 to 1960.

TABLE 9.

DISTRIBUTION OF EMPLOYMENT BY TYPE, AUGUST 1960.

Municipality	Primary Mfg. & Constr.		Transp.& Commun.		Wholesale & Retail		Bus & Personal Services		Community & Gov't.		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Vaughan	605	44	122	9	111	8	120	9	407	30	1365	100
Woodbridge	298	32	120	13	210	22	234	25	79	8	941	100
Richmond H.	487	36	129	10	290	22	76	6	347	26	1329	100
Markham T.	1157	59	143	7	256	13	43	2	370	19	1969	100
Markham V.	350	38	128	14	256	28	81	9	102	11	917	100
Stouffville	225	39	44	8	163	28	34	6	107	19	573	100
Total	3122	44	686	10	1286	18	588	8	1412	20	7094	100

Note: Agricultural workers are not included; it is estimated that about 1600 persons would be employed in this type of work (See Table 10)

Source: N.E.S. Records and M.T.P.B.

The above table indicates the somewhat higher proportion of primary manufacturing and construction employment in the two townships as opposed to the urban centres. The reverse is true in wholesale and retail employment, denoting the commercial services offered by the urban centres to their surrounding market areas. Other significant variances include the notably high proportion of total employment in the field of business and personal services in the Village of Woodbridge (25% as opposed to the average of 8% for all six municipalities) and the considerably lower percentage of employment in community and government services in the

same municipality. The latter figure of 8%, indicative of the limited size and range of public services offered by Woodbridge, may be contrasted with higher figures of 30% and 26% in Vaughan Township and Richmond Hill.

The total employment figures of the six municipalities reflect the dormitory function of the smaller urban centres and the rural oriented economy of the Townships of Markham and Vaughan.

The following table on resident occupational characteristics is of less significance than data relating to employment. Not all of the municipalities were reported in the 1951 Census, but the remaining municipalities illustrate the trend (Table 10).

TABLE 10.

Municipality	Managerial Prof. & Tech.		Clerical & Sales		Service Tran. & Comm.		Prod.workers & labourers		Farmers		Total	
	1951	1961	1951	1961	1951	1961	1951	1961	1951	1961	1951	1961
Vaughan	-	26	-	21	-	15	-	27	-	11	-	100
Woodbridge	18	23	18	23	13	14	49	39	2	1	100	100
Richmond Hill	26	27	25	29	15	14	25	28	9	2	100	100
Markham Twp.	-	23	-	22	-	14	-	25	-	16	-	100
Markham Vill.	21	30	22	26	18	12	34	30	5	2	100	100
Stouffville	27	25	20	23	18	19	31	28	4	5	100	100
Total %		26		24		14		28		8		100
Number		5,045		4,762		2,782		5,384		1,600		19,573

Source: D.B.S.

The six municipalities, being dormitory to Metropolitan Toronto, have many wage earners employed in the latter area though residing north of Steeles Avenue. This is exemplified by comparing the total employment of 8,694 (including agricultural workers) with the 19,573 total occupations listed by the Census for the same area and indicates that at least 55% of this area's working residents are employed outside these municipalities.

Agriculture.

While agriculture remains as an important element of the economic base of the two townships, there is a changing emphasis from a rural to an urban economy. Tables 11 and 12 illustrate this trend; the first is a combined total showing percentage change and the second as a more detailed breakdown of farmland, crops, farm value etc. for the individual municipalities.

TABLE 11

TRENDS IN AGRICULTURAL CHARACTERISTICS IN MARKHAM AND VAUGHAN TOWNSHIPS 1951 and 1961.

Characteristic	1951	1961	% Change
Total of farms	1,124	867	- 22.9
Farm Population	5,684	4,335	- 23.7
Total farmland (acres)	112,676	97,960	- 13.1
- improved	96,184	85,534	- 11.1
- under crops	73,189	64,161	- 12.3
- pasture	14,785	14,193	- 4.0
- unimproved	16,492	12,426	- 24.7
- woodland	6,311	4,971	- 21.2
Total field crops (acres)	71,434	62,248	- 12.9
Average acres per farm	100.2	113.0	+ 12.8
% of total land in farms	86.0	75.0	
% of Farmland under crops	65.0	65.5	

Source: D.B.S.

The decrease in the number of farms (22.9%) is, of course, directly related to both their increased average size (100 acres to 113 acres) and to the gradual expansion of urban areas. The drop in farm population (23.7%) is similarly attributable to the loss of farm land (13.1%) as a result of urbanization and to the changing structure of farm economics and mechanization which has led to an increase in their average size.

Of the total decrease in farm acreage, the greatest proportion is represented by unimproved land (24.7%). Although some of this land has probably been reclaimed for farm purposes, it is likely that most of it has been utilized for more urban uses.

TABLE 12.

TOWNSHIP FARM CHARACTERISTICS 1951 and 1961.

Characteristic	1951		1961	
	Markham	Vaughan	Markham	Vaughan
Total No. of farms	638	486	491	376
- farm population	3,511	2,664	2,173	1,671
Total farmland (acres)	57,117	55,559	51,463	46,497
- % improved	86.3	84.4	88.5	86.0
- % under crops	68.1	61.7	67.2	63.6
- % pasture	10.9	15.4	13.7	15.3
- % other	7.3	7.3	7.6	7.1
- % unimproved	13.7	15.6	11.5	14.0
- % woodland	3.9	7.4	3.7	6.6
- % other	9.8	8.2	7.8	7.4
Total Field Crops (acres)	37,791	33,643	33,618	28,630
- % wheat, barley, oats, rape, flax	38.4	41.5	44.2	48.5
- % other mixed grain	19.7	16.6	9.3	7.0
- % hay, acid fodder	40.8	40.9	43.7	43.4
- % other field crops	1.1	1.0	2.8	1.1

TABLE 12 (Continued).

Characteristic	1951 Markham	1951 Vaughan	1961 Markham	1961 Vaughan
Average value of farms	$ 28,505	$ 32,637	Not available	
- land and buildings	$ 18,823	$ 21,717		
- machinery, equipment	$ 4,313	$ 4,685		
- stock	$ 5,369	$ 6,235		
Average persons per farm	5.5	5.5	4.4	4.4
Average acres per farm	89.5	114.5	105.8	123.7
% of total land in farms	87.0	85.0	78.0	71.0

Source: D.B.S.

In the past decade, some 9,000 acres of farmland have been lost in Vaughan Township compared to some 5,600 acres in the Township of Markham (Table 12) though the discrepancy is largely explained by the development of the Canadian National Railways freight yards in the Keele Street Area. This overall loss of farmland is further indicated by the decrease in the proportion of total land in farms. Vaughan and Markham dropped 14% and 9% to 71% and 78% respectively. Despite this loss the proportion of that total classified as 'improved land', has increased slightly (approximately 2% in both townships).

With respect to field crops, a greater proportion of farm land is being sown to cereal grains, fodder and hay and other field crops indicating the benefit of location nearby to a large urban market for market gardeners, dairy and grain farmers.

The following table is indicative of the inherent difference in actual farm values in Markham and Vaughan Townships to that of the County of York and the Province of Ontario, as well as the trend between 1951 and 1961.

TABLE 13.

COMPARISON OF FARM VALUES 1951-1961.

	Province of Ontario		York County		Markham Vaughan	
	1951	1961	1951	1961	1951	1961*
Land and Buildings	56%	68%	69%	81%	66%	-
Machinery & Equipment	18%	15%	13%	10%	15%	-
Livestock	26%	17%	18%	9%	19%	-
Total Value	100%	100%	100%	100%	100%	-

* not available

Source: D.B.S.

The first figure exemplified the higher investment in land in both York County and the two townships; it is accordingly likely that the amount invested in machinery is at least proportionate if not higher per farm to that in the balance of the province. The difference in livestock value is largely due to the same factor (i.e. the higher proportionate cost of land) though the significantly lower extent of

cattle farming in the southern townships of the County could partly explain the discrepancy.

From the above, it may be concluded that the Townships of Markham and Vaughan possess certain economic characteristics directly attributable to their location with respect to Metropolitan Toronto. Although figures are not available for 1961, it is reasonable to assume that they would approximate those of York County for that period. A variety of non-farm uses (golf courses, quarries, rural residential development etc.) tend to inflate farm values which are as much as ten times greater than comparable land over 75 miles in distance from the urban area. This characteristic is illustrated by the fact that in both Markham and Vaughan, land sold for general farming purposes has increased in value from $200 to over $500 per acre in the last decade.

The social implications of these trends have been evaluated by Professor F.O. Sargent, formerly of the Department of Agricultural Economics at the Ontario Agricultural College.

> "The third dimension of the changing pattern of land use is human. People are making decisions concerning changes in land use which reflect basic long-run trends in social organizations. These changes may be summarized by saying that the former dichotomy of rural society and urban society is being replaced by a single rururban community. This change is reflected in land use by the change from full-time family farming to a number of varieties of farm land use. A full list of types of farm land use includes part-time farms, retirement farms, rural farm residences or hobby farms and farm enlargement.
>
> "Part time farmers may be farmers who work casually at off-farm jobs, farmers who hold full-time non-farm jobs, or urban people who operate a farming enterprise with the help of a farm manager.
>
> "Many low-income farms may be retirement farms in which the operator is supplementing a non-farm income or pension with a farm enterprise. Rural residences on farms are generally most numerous in close proximity to urban centres. Hobby and high investment farms are increasing in number as non-farm wealth is invested in farms. The farm enlargement demand is based on purchases by farmers who wish to expand their operations. It may be used as pasture while the farmhouse is moved or rented to someone desiring rural residence. Farm enlargement appears to be a significant factor in the land market in the zone 50-miles and further from Toronto."

Roads.

One of the problems presented by the inrorporation of Metropolitan Toronto was the subsequent financing of the County and suburban road system. The implication was clear that with only 15% of the County's equalized assessment remaining to the northern municipalities they would have to assume the cost and maintenance of almost 60% of the County and suburban road mileage. Cost and maintenance of

County roads was then being equally shared by the province and the County while suburban roads were financed half by the province, with the remaining cost equally shared by the City and the County.

As a solution to this problem, the following recommendations were made in the Ontario Municipal Board decision which provided the basis for the Metropolitan form of Government.

"(e) The suburbs should be relieved from their existing responsibility for the construction or maintenance of county roads, but the metropolitan area as a whole should share with the City responsibility for the construction and maintenance of all existing or future suburban roads, and for such purpose the metropolitan area should be deemed to be a city under Part III of the Highway Improvement Act.

(f) The metropolitan area should be required to make an equitable adjustment with the remaining county with respect to the future maintenance of the existing county and suburban road system beyond the limits of the metropolitan area."

These recommendations were implemented in the Municipality of Metropolitan Toronto Act which provided for the continuance of the Toronto and York Roads Commission (S.104) and the retention of all roads originally a part of the County of York road system outside Metropolitan Toronto, as "suburban" roads (S.105).

At this time the six municipalities had 49 miles of provincial highways and 43 miles of county and suburban roads under the jurisdiction of the Toronto and York Roads Commission. Under the 1953 Act (Sections 75, 76 and 98), all roads north of Steele's Avenue which formed a part of the County road system on December 1 of that year were reclassified as suburban roads under the same jurisdiction. The only exceptions to this ruling were Highway No. 23, which became Highway No. 48 and that portion of road (Highway No. 14) which connected Highway No. 48 to No. 47. These became highways under provincial jurisdiction thereby removing some 10.25 miles of road from the responsibility of the Toronto and York Roads Commission.

Since that time changes in the road system of this area have resulted in the following current situation:

73 miles of provincial highways.

70 miles of suburban and county roads.

437 miles of local roads.

The great increase in provincial highway mileage (from 49 miles to 73 miles) has been occasioned by the improvement and assumption of existing suburban and county roads rather than by new construction. Similarly, the increased mileage for suburban and county roads is the result of improvement and assumption of local roads. Local roads, on the other hand have increased due to construction of new streets in residential subdivisions within

the six municipalities. The Clerk's Returns to the Department of Municipal Affairs for the years 1956 and 1963 indicate the extent of these changes in that seven year period (Table 14).

TABLE 14.

ROAD MILEAGE BY JURISDICTION 1956 and 1963.

Municipality	Provincial		Toronto & York Roads Comm.		Local		Total	
	1956	1963	1956	1963	1956	1963	1956	1963.
Vaughan Twp.	39.71	42.00	23.75	39.00	163.70	189.00	227.16	270.00
Woodbridge	1.00	1.00	0.80	0.80	8.50	8.50	10.30	10.30
Richmond Hill	0.75	1.40	0.50	3.20	15.75	35.60	17.00	40.20
Markham Twp.	22.00	21.60	12.00	26.90	153.00	176.90	187.00	225.40
Markham	4.25	4.25	-	-	10.75	15.00	15.00	19.25
Stouffville	1.25	2.80	-	-	13.50	12.20	14.75	15.00
Total	68.96	73.05	37.05	69.90	365.20	437.20	471.21	578.15

Source: Clark's Returns D.M.A.

Of the total under the Toronto and York Roads Commission, approximately 6¼ miles are currently designated as County roads, while the remaining 63.6 miles are suburban.

The following listing which indicates the existing roads system by jurisdiction, is also illustrated on Map 3.

Ontario Department of Highways

Kings Highways Nos:- 400, 50, 48, 38, 27, 14, 11 and 7.

Toronto and York Roads Commission

County Roads

No. 38 Bathurst St. from No. 7 to No. 25.

34 Bayview Ave. from No. 25 to Township line.

Suburban Roads

No. 49 Highway 27 to Highway 50

34 Bayview Ave. from Steele's to No. 25.

25 No. 7 to No. 8

14 No. 11 to No. 48

8 Don Mills Road from Steeles to Township line.

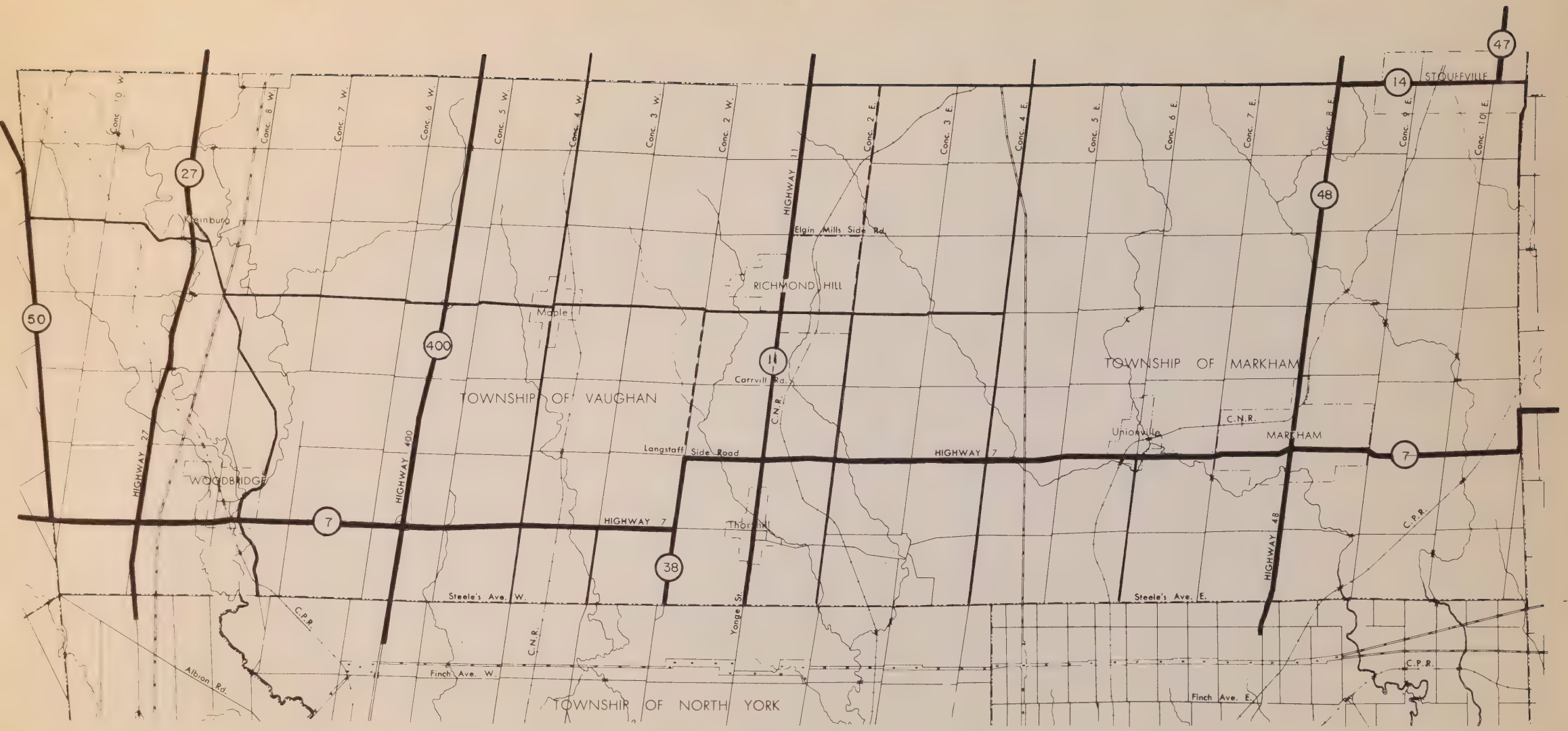
7 Steeles to Highway 27

6 Dufferin St., Steeles to Highway 7 then Keele St., Highway 7 to Township line.

6A Keele Street, from Steeles to Highway 7.

3 Kennedy Road, Steele's to Highway 7.

Of the existing road system all of the provincial highways and the suburban roads are hard surfaced. The County roads are not yet paved and only 5% of the local roads have finished pavement. It should be mentioned that a Road Improvement Program was commenced by Vaughan Township several years ago and a similar program has been recently contemplated by Markham Township.



DEPARTMENT OF HIGHWAYS

TORONTO & YORK ROADS COMMISSION — SUBURBAN ROADS

TORONTO & YORK ROADS COMMISSION — COUNTY ROADS

LOCAL MUNICIPAL ROADS

MAP 3 — ROADS JURISDICTION — 1963

SCALE — 1 INCH = 10,000 FEET

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Development of Urban Services.

Water Supply.

Since 1953 all six municipalities have developed their own water systems to the extent that there are currently 154 miles of watermains compared to the 23 miles existing in 1953. Water is still obtained from wells (see Map 4) with two exceptions; the Village of Stouffville where water is also obtained from Duffin's Creek and the southwest corner of Markham Township where emergency service is available from the extension of North York water mains.

The Clerk's Returns to the Department of Municipal Affairs for 1963 (Table 15) indicate that in the past decade some 45 miles of watermains have been laid in Vaughan Township. These are located primarily in the areas of Maple and Kleinburg and in subdivisions within the Yonge Street corridor (Thornhill, Langstaff, Richvale and Elgin Mills) and along Highway No. 7 (Concord and Edgeley).

TABLE 15.

DISTRIBUTION OF SEWERS AND WATER MAINS 1956 and 1963.

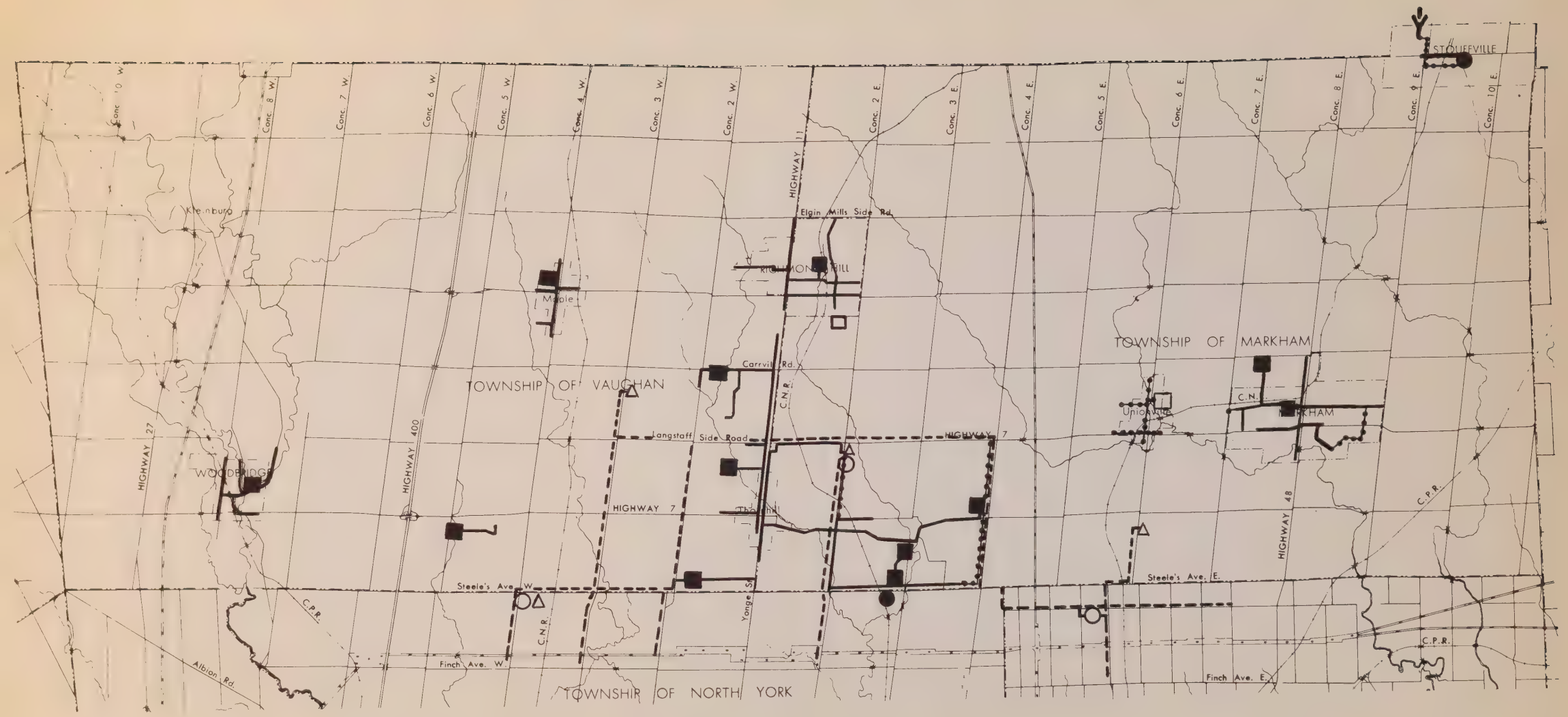
Municipality	Water Mains (Miles)		Sewers (miles) Storm		Sewers (miles) Sanitary		Sewage Treatment Plants (No.)	
	1956	1963	1956	1963	1956	1963	1956	1963
Vaughan Twp.	0.50	45.00	-	3.00	-	-	-	-
Woodbridge	7.50	7.50	2.00	2.00	-	-	-	-
Richmond Hill	10.00	43.60	2.00	6.20	11.00	40.40	1	1
Markham Twp.	1.40	33.00	-	5.00	-	10.00	-	*
Markham V.	8.75	13.00	0.63	1.50	-	5.10	-	1
Stouffville	9.25	11.50	1.00	2.00	0.50	11.00	-	1
Total	37.40	153.60	5.63	19.70	11.50	66.50	1	3

* To Metropolitan Toronto Source: Clerk's Return D.M.A.

At present, Markham Township has some 33 miles of watermains. These are predominantly located in the southwest corner of the Township where urban development has spread eastward to the German Mills area. There has also been some servicing along the Yonge Street boundary in the areas of Langstaff and Richvale. The expansion of water facilities in the remaining municipalities has effectively provided for the majority of the developed areas during the past seven years.

Sewage Disposal.

Of the six municipalities represented by this brief, only two (Richmond Hill and Stouffville) have complete sanitary sewage disposal systems. The Village of Markham is largely sewered, but the remaining three municipalities have either few (Markham Township) or no sanitary sewers (Vaughan and Woodbridge). As indicated in Table 15 there is presently a total of only 67 miles of sanitary sewers in all municipalities, though this degree of sewering compares favourably with the 1956 total



EXISTING	PROPOSED	
———	••••••••	LOCAL TRUNK WATER MAINS
	– – – –	METROPOLITAN TRUNK WATER MAINS
■	□	LOCAL WELLS AND PURIFICATION PLANTS
●	○	PUMPING STATIONS (LOCAL AND METROPOLITAN)
▲	△	METROPOLITAN RESERVOIRS

MAP 4 — WATER SUPPLY

SOURCE:–
WATER SUPPLY PLAN – M.T.P.B.
SCALE – 1 INCH = 10,000 FEET
M. V. JONES & ASSOCIATES

of 11.5 miles (almost wholly in Richmond Hill). The 1953 total was even lower, with but 8 miles of sanitary sewage, again in Richmond Hill,

The latter municipality was, of course, the only municipality to have a sewage treatment plant prior to the last five years. The remaining two plants currently in operation are in Stouffville and Markham Village, though the sanitary sewers in the southeast corner of the Township of Markham drain, by agreement, into the Metropolitan East Don Trunk sewer system (See Map 5).

The absence of sanitary sewage disposal facilities in Woodbridge, Vaughan and (to a lesser extent) the Township of Markham have effectively discouraged the continuance of urban development beyond limited infilling on septic tanks in existing urban areas. The Village of Woodbridge is currently faced with pollution problems and is contemplating a sewering agreement with Metropolitan Toronto. The Township of Vaughan is about to proceed with construction of its first upstream sewage treatment plant; the Township of Markham has plans for similar upstream facilities. These matters will, however, be discussed more fully in Chapter III.

Storm Water Drainage.

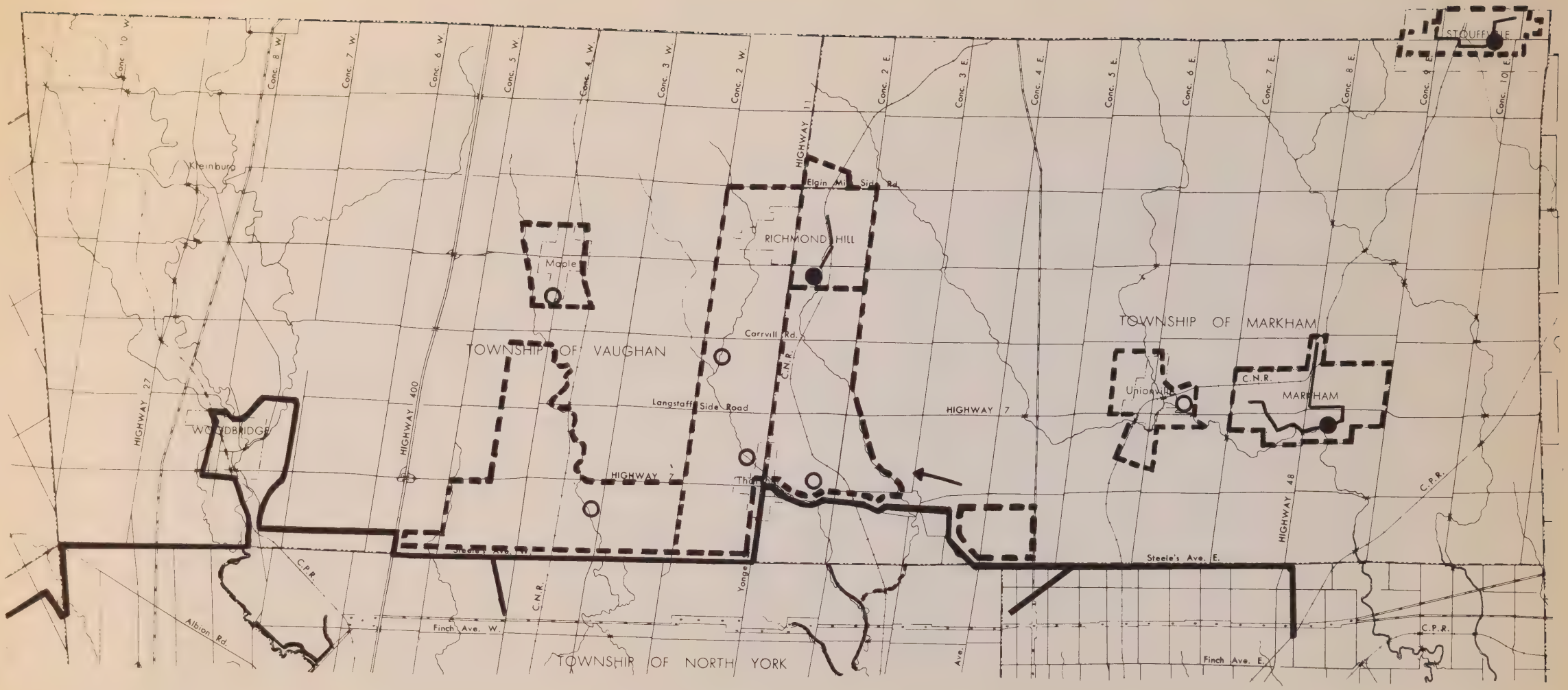
As indicated in Table 15, there are only 19.7 miles of storm sewers currently in service in the six municipalities, though again this is a substantial increase over the 5.6 miles existent in 1956. The majority of the present total is a result of recent subdivision development, with Markham Village and Richmond Hill displaying the most noteable increase. Construction of storm sewers was also stimulated by the proven need (especially in Woodbridge) for storm water control following Hurricane Hazel in 1954.

Police and Fire Protection.

Police protection has changed considerably since 1953 when this area had a total of 14 full time and 1 part time policemen. Current figures indicate the total police force now numbers 64 men. Richmond Hill, Markham and Vaughan Townships have 17 to 19 men on each of their forces while Markham Village, Stouffville and Woodbridge have 5, 3, and 2 policemen respectively.

Vaughan Township is the only municipality with permanent crew of firemen. The three firehalls are located at Maple, Richvale and Woodbridge and staffed by brigades numbering 5 regulars and some 50 volunteers.

The Township of Markham has no official fire brigade but has (as was the case in 1953) agreements for service with brigades at Unionville (where the townships assume 75% of the total expenditure), Markham Village, Stouffville and Richmond Hill. These four brigades serve the four fire areas established in the township.



● EXISTING SEWAGE DISPOSAL PLANTS
○ FUTURE SEWAGE DISPOSAL PLANTS
EXISTING TRUNK SEWERS
PROPOSED TRUNK SEWERS
LIMIT OF METROPOLITAN TORONTO SEWAGE DISPOSAL SYSTEM
LIMIT OF UPSTREAM SEWAGE DISPOSAL SYSTEMS

MAP 5 — SEWAGE DISPOSAL

SOURCE:
WATER POLLUTION CONTROL PLAN — M. T. P. B.

SCALE — 1 INCH = 10,000 FEET

M. V. JONES & ASSOCIATES

Although each of the remaining four municipalities has a firehall and fire fighting equipment, the fire brigades, totalling some 110 men are completely voluntary. Richmond Hill has a total of 53 volunteers, while Woodbridge, Markham Village and Stouffville average 19 volunteers per brigade.

This area is also served by an extensive arrangement for mutual aid through the York County Mutual Fire Aid System.

Health and Welfare.

The problems occasioned by the purposed severance of the 12 southern suburban municipalities within the County of York were recognized in the Cumming Report. Under the heading "Statutory County Functions" the report analyses the position of these 12 municipalities and the implications of removing same in terms of the County's functions with respect to health and welfare.

> "The board therefore recommends that the Metropolitan Council be required to assume and finance through metropolitan taxation on the basis of a uniform metropolitan assessment the statutory obligation of both the city and the suburbs to supply the following services.
>
> (a) Hospitalization of indigent patients and post sanitarium care under The Public Hospitals Act and The Sanatoria for Consumptive Act.
>
> (b) The maintenance of neglected children under The Childrens Protection Act or of children committed to Training Schools and the maintenance of females committed to Industrial Refuges.
>
> (c) The establishment, erection and maintenance of Homes for the Aged to serve the metropolitan area.
>
> (d) The statutory obligation of the city and the suburbs to pay their just share of the costs of the Administration of Justice and the provision and maintenance of Court Houses and Jails."

These recommendations were reflected in the subsequent provincial legislation which largely implemented the Cumming Report. The Municipality of Metropolitan Toronto Act not only separated the 12 municipalities for municipal purposes from the County of York (S.149) but established the responsibility of the former with respect to area residents for the cost of:

(a) Hospitalization of indigent persons, (S.155)
(b) the maintenance of neglected children, (S.165)
(c) the maintenance of children in training schools, (S.169)
(d) the maintenance of residents in homes for the aged (S.163).

A product of this Act was an initial reduction of work for the organizations serving County needs. However, the demands of the growing population have once again increased the work of the County Welfare agencies.

Some of the health and welfare services presently operating in this area under the auspices of the county or local municipalities are set out below.

York County Health Unit.

Operated under County auspices, the unit is responsible for protection from communicable disease, investigation of water supply and sanitary waste disposal systems, food and lodging inspection, health education and mental health clinics. Homemaker services and bedside nursing are also available through the Health unit. Local offices for this area are at Richmond Hill, Woodbridge and Stouffville although three other offices are located in other parts of the County.

York County Mental Health Clinic.

A service of the Health Unit, the Clinic serves a wide variety of persons with mental health problems. Referral cases come from the Juvenile and Family Court, the Children's Aid Society the Magistrates Court or family physician as well as from the Health Unit itself.

Juvenile and Family Court.

Under County auspices, the court has jurisdiction under the Juvenile Delinquents Act and certain provincial Acts concerning children and families. Probation service is an integral part of the Courts service. Family cases represent the highest proportion of total cases handled by the Court and deal with problems of economic need, health, marital disharmony and other socially undesirable conditions.

Hospitalization Services.

The County Clerk with the help of local municipal officers establishes the responsibility of the County for reported indigent hospitalization. The Welfare officers investigate individual cases. Under the Municipal Unconditional Grants Amendment Act, the County is responsible for hospital care of indigents and their dependents and also the payment of premiums to insure indigent residents in the Ontario Hospital Insurance Plan.

York Manor.

Operated under County auspices, York Manor provides residential service to older persons (over 60 years) who require either normal, bed or special care. Residents pay in full or in part from their own resources though for those without resources, costs are met from a County appropriation. The admission process is through the local Welfare Officer; approval of application is dependent on the Administrative Committee of York Manor.

Children's Aid Society.

The society's services include the protection of children from

neglect, assistance to unmarried mothers and their children, adoption placement of suitable children, assistance and advice regarding future of children in divorce cases. Although under County auspices, the Province contributes to the care of courtwards and certain non-wards under an agreement with the municipality. Training schools for the care of children of the County are the financial obligation of the County.

Local Municipal Welfare Offices.

These offices are concerned with the administration of the General Welfare Assistance Act as it relates to the local municipalities. The cost of their service as it relates to the needy family or individual is refunded 80% by the Province. Under this legislation nursing home care, post sanatorium care and homemakers' and nurses' services are available.

In addition to the major welfare programme offered in this area, there are many other services which provided through the various levels of government. Some of these additional services are:

Old Age Assistance and Old Age Security
Unemployment Insurance
Mothers' Allowances
Disabled Persons' Allowances
Blind Persons' Allowances
Ontario Hospital Services Insurance
Federal-Provincial Rehabilitation Program
Day Nursing Care.

The services of the following national or provincial voluntary organizations are also available to area residents:

Boys Clubs of Canada
Canadian Arthritis and Rheumatism Society.
Canadian Hearing Society
Canadian Mental Health Association
Canadian National Institute for the Blind
Canadian Paraplegic Association
Canadian Red Cross Society
Y.M.C.A. and Y.W.C.A.
Ontario Association for Retarded Children
Ontario Society for Crippled Children

A great variety of help is also available from such local organizations as the churches, service clubs, women's institutes and health organizations. These supplementary groups are important to any effective health and welfare programs.

Educational Facilities.

The increasing population in the past decade has resulted in the construction of 10 new schools and additions and improvements to many older schools. A degree of reform in school organization (especially in Vaughan Township) has resulted in the closing of seven rural schools. Table 16 together with Map 6, illustrates the distribution of the 68 schools currently in operation, and the enrollment and staff for each of the six municipalities.

TABLE 16.

CHARACTERISTICS OF EDUCATIONAL FACILITIES, 1963.

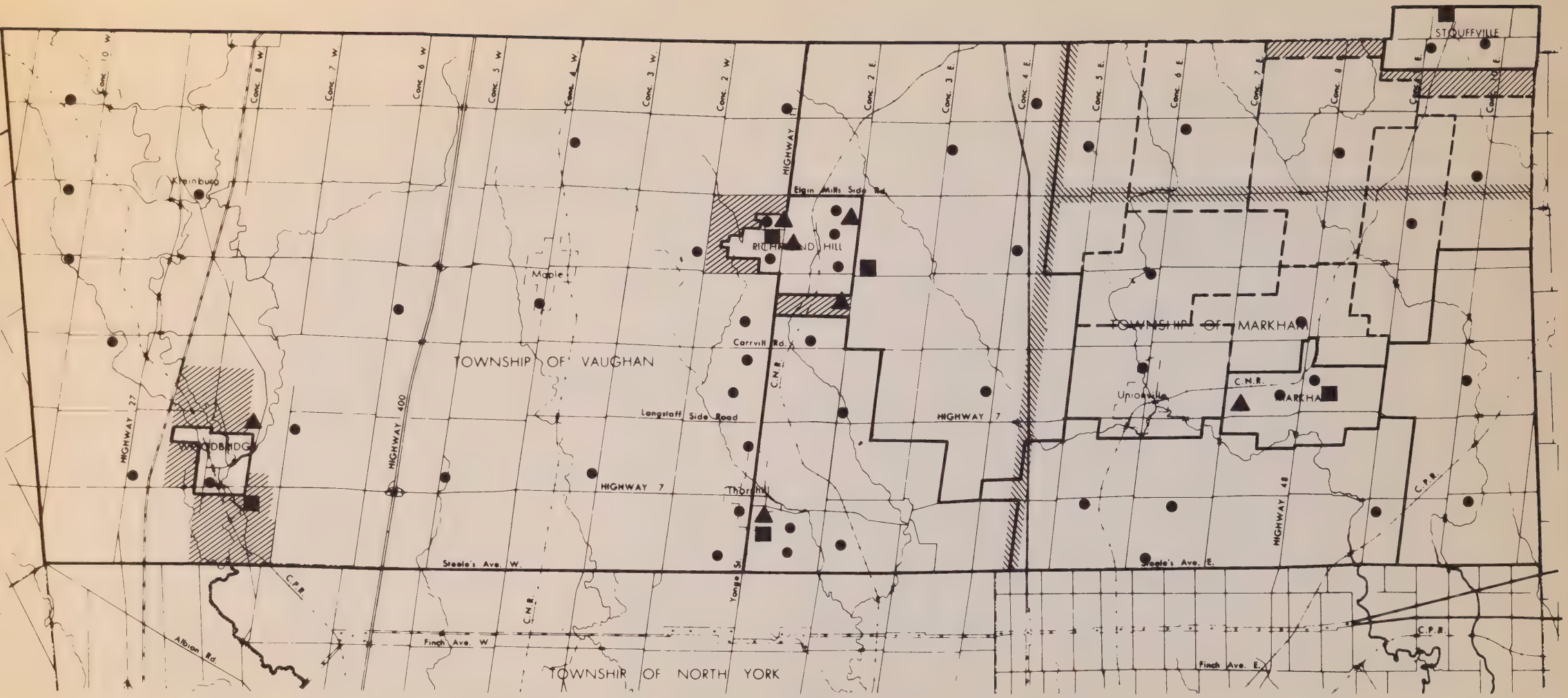
Characteristic	Vaughan Twp.	Wood-bridge	Richmond Hill	Markham Twp.	Markham Village	Stouff-ville.
Elementary Schools						
- number	21	1	6	23	2	2
- staff	110	17	113	96	34	22
- enrollment	3225	496	3829	2532	1054	733
Secondary Schools						
- number	-	1	1	2	1	1
- staff	-	19	36	122	32	21
- enrollment	-	496	720	2229	627	443
Separate Schools						
- number	-	1	4	1	1	-
- staff	-	5	35	8	6	-
- enrollment	-	171	1017	271	181	-

The changes in the educational facilities and programs of the two townships since 1953 have resulted from the following legislation.

1. The Municipality of Metropolitan Toronto Act in 1953 removed Scarborough from the County of York and resulted in the dissolution of one Markham Township school section (shared with Scarborough) and the formation of a second school area (the first was formed in the south-west corner) composed of four old school sections. There are presently 4 township school areas with 15 elementary schools, 8 school sections with 8 schools and 3 union school sections where the schools are located in other municipalities.

In the past few years, it has been the policy of the township to discourage the construction of new schools in anticipation of an overall school area. As a result, arrangements for school facilities between different Boards has been encouraged even though it involves extensive school bus service.

2. Legislation passed by Council in Vaughan Township (1959) dissolved all existing school areas (township and union) and sections, and resulted in the formation of one school area and Board for the township. There are presently two union school areas, one with Richmond Hill and one with



SECONDARY SCHOOLS
SECONDARY SCHOOL DISTRICTS
ELEMENTARY SCHOOLS
ELEMENTARY SCHOOL AREAS
ELEMENTARY SCHOOL SECTIONS
UNION SCHOOL SECTIONS
SEPARATE SCHOOLS

MAP 6 — EDUCATIONAL FACILITIES 1963

SCALE — 1 INCH = 10,000 FEET

M. V. JONES & ASSOCIATES

Woodbridge, the latter formed at the same time as the construction of Woodbridge High School.

With a new policy directed toward the concept of a larger school unit, the Board closed 4 rural schools and increased the capacity of others by additions and renovations.

3. The increasing need for better secondary school facilities resulted in the construction of 5 new high schools and the formation of two secondary school areas in addition to the York Central District already in existence. The three present districts are:-

a) York Central, which covers Vaughan Township and Markham Township to the middle of the 4th Concession. Richmond Hill High School, Bayview Secondary School and Thornhill High School are located in this district.

b) Markham which covers that part of Markham Township to the east of the 4th Concession and south of 18th Avenue. Markham High School is located in this district.

c) Stouffville which covers the remainder of Markham Township and Stouffville High School.

A comparison of the number of school rooms in teaching areas for the years 1952 and 1963 indicates the expansion of educational facilities that has taken place in the past decade.

TABLE 17

TEACHING AREAS(1) IN THE SIX MUNICIPALITIES 1962 and 1963.

Municipality	Elementary		Secondary	
	1952	1963	1952	1963
Vaughan Township	55	102	-	-
Woodbridge	8	17	-	19
Richmond Hill	20	113	25	36
Markham Township	31	91	-	122
Markham Village	9	32	-	32
Stouffville	7	22	-	21
Total	130	377	25	352

(1) Teaching areas include classrooms, libraries, laboratories, gymnasiums and auditoriums.

Six new separate schools have been constructed since 1953, four of them in Richmond Hill and one in each of the villages of Woodbridge and Markham. As mentioned in Chapter I, the only separate school which existed prior to 1953 is located at Thornhill.

Planning.

The chief recommendation made by the Toronto and York Planning Board was one calling for political unification of the Metropolitan Area. It was this recommendation which led in part, to the application by the

City of Toronto to the Ontario Municipal Board and the subsequent "Cumming Report".

In considering the matters which led to the formation of Metropolitan Toronto, the Ontario Municipal Board has regard to regional planning. The decision of the Board was that the existing division of jurisdiction in community planning and land use control was considered to be a most serious weakness of the present system of local government. In response to this need the Board recommended that a Metropolitan Planning Board be formed to prepare a comprehensive development place for a newly defined planning area, the latter to include Metropolitan Toronto and a surrounding fringe area. It was further recommended that the Toronto and York Planning Board be dissolved to make way for the proposed Board but that local planning boards be allowed to continue. In all respects, the Metropolitan Council was to have adequate powers to direct and control proposed development.

The above recommendations were implemented in the Municipality of Metropolitan Toronto Act. Sections 219 to 222 of the Act refer variously to the constitution of the Board, definition of subsidiary planning areas, dissolution of the Toronto and York Planning Board, requirement of conformity of local official plans and public works to an approved Metropolitan Official Plan and the powers of the Metropolitan Corporation under the Planning Act, Section 221 specifically sets out the intended scope and purpose of the official plan for the Metropolitan Toronto Planning Area.

> "221. The scope and general purpose of the official plan for The Metropolitan Toronto Planning Area includes,
>
> (a) land uses and consideration generally of industrial, agricultural, residential and commercial areas;
>
> (b) ways of communication;
>
> (c) sanitation;
>
> (d) green belts and park areas;
>
> (e) public transportation;
>
> and such other matters as the Minister of Municipal Affairs may from time to time define under The Planning Act. R.S.O. 1960, c. 260, s. 221."

All six of the northern fringe municipalities now have planning boards and are subsidiary bodies within the Metropolitan Toronto planning area. Membership on these boards varies from 5 to 9 and there is a resulting total of 38 people serving on planning boards in this area, 12 of whom are members of local municipal councils.

The following table 17 is illustrative of the range of planning or development controls which are currently employed by the various municipalities. The table indicates the existence of the pertinent elements of municipal legislation. Under the major heading 'by-laws',

the sub-heading 'land-use' refers to those by-laws which control the form and extent of a particular use without geographic indication of where it is permitted to take place, as opposed to the 'zoning' by-law which also designates the specific areas of permitted use. The subdivision control by-law refers, of course, to the restriction of land division except by plan of subdivision, consent of the planning board or by parcels of 10 acres or more in extent. The abbreviation 'pt.' indicates that the particular legislation affects only a portion of the municipality (generally the urbanized areas).

TABLE 17.

EXISTING PLANNING LEGISLATION - DECEMBER, 1963.

Municipality	By-Laws			Official Plans
	Land Use	Zoning	Subdivision Control	
Richmond Hill	No	Yes	Yes	Plan only*
Markham Vil.	No	Yes	Yes	No*
Stouffville	No	Yes*	Yes	Yes
Woodbridge	No	Yes	Yes	Yes
Markham Twp.	No	Yes (Pt.)	Yes	Yes
Vaughan	No	Yes	Yes	Yes*

* Currently under preparation or comprehensive revision.

Source: Local municipalities.

In summary, from the above table all 6 municipalities have comprehensive zoning by-laws in effect, with one having a by-law in process of revision (Stouffville). Five of the municipalities have existing official plans; 4 of these have full plan and text. Markham Village is preparing an official plan while Richmond Hill with a plan but basically no text, is preparing comprehensive amendments.

In terms of staff, three of the six southern municipalities (the two townships and Richmond Hill) employ persons engaged in planning work while the remaining three utilize the services offered by the Metropolitan Toronto Planning Board. These municipalities within the Metropolitan planning area are accordingly under some degree of planning supervision.

Table 18 relates to the activity of the planning boards with respect to applications for rezoning, official plan amendments and draft plans of subdivision over the period from 1958 to 1962.

TABLE 18.

PLANNING BOARD ACTIVITY, 1958 to 1962.

Municipality	Zoning Applications						Official Plan Appl.						Subdivision Applications					
	58	59	60	61	62	Av.	58	59	60	61	62	Av.	58	59	60	61	62	Av.
Richmond Hill	-	1	4	2	5	2	1	1	2	3	1	2	5	2	2	1	-	2
Markham V.	-	1	2	1	-	1	-	-	-	-	-	-	1	3	-	2	1	1
Stouffville	1	-	1	1	-	1	1	1	-	-	-	-	1	2	-	-	-	1
Woodbridge	-	-	-	1	2	1	-	-	1	-	1	-	-	-	1	-	1	-
Markham Twp.	1	6	-	5	4	3	4	3	6	2	2	3	11	1	6	3	2	5
Vaughan	13	33	11	5	16	16	-	-	-	-	3	1	9	7	-	5	2	5
Totals	15	41	18	15	27	24	6	5	9	5	7	6	27	15	9	11	6	14

Source: Department of Municipal Affairs

There is an obvious correlation between the full range of development controls offered by these municipalities and the significant number of applications in each category. The Townships of Markham and Vaughan have shown a great deal of planning board activity over the past five year period.

The Metropolitan Official Plan is currently under preparation; once completed and approved the plan will obviously have far-reaching effect on the urban growth in the southern six municipalities of York County which were included within the Planning Area (see Map 1). At the present time the regional influence and control of the M.T.P.B. in the fringe areas is exercised through recommendations to the Minister of Municipal Affairs on matters of zoning, official plans and draft plans of subdivision. The Board also functions as a 'consultant' to the fringe municipalities if its advice or assistance is required.

Expenditure on Local Services.

Table 19 on Page 32 lists the basic services provided by local municipalities and a rough estimate of the progressive level of service may be derived from the per capita expenditures and percentage of total for each category for the years 1957 and 1962. The 5 year period selected is considered adequate to illustrate comparative increases in municipal expenditure for the decade covered in this chapter.

In general terms, the per capita costs of providing the listed range of public services is higher for the townships than for the town or villages. As they are all sufficiently urbanized to require roughly the same range and level of services, the townships higher costs are due primarily to those functions affected by their larger physical size. The almost universal increase in percapita expenditure over the five year period to 1962 is partially due to inflation of costs but is also attributable to the increasingly sophisticated needs associated with the process of urbanization. As an indication of this trend the total expenditure has increased by 92.6% while the population has grown by

only 31.0%. This has resulted in an increase in per capita expenditure from $89.33 in 1957 to $131.25 in 1962 for the six municipalities. The increase during the five year period is most evident in the Villages of Markham and Stouffville where urban growth has caused an extreme departure from the previously limited extent and range of services.

More specifically the per capita expenditure devoted to general administrative purposes has characteristically increased for all six municipalities over the five year period, but has decreased (with the exception of Woodbridge and Stouffville) in terms of percentage of total budget. In common with some other areas of public services, the growth of population may be accompanied by a greater efficiency of operation that prevails against a directly proportionate increase in cost.

In the field of public protection, the expenditure per capita has increased in all municipalities and as a proportion of total budget has either remained roughly the same or has increased as well. The one exception here is the Village of Markham; as a percentage of total expenditure public protection services have decreased by 1.2%.

Expenditure per capita for public works has again risen from $15.23 to $18.81 on the total, but this is a product of substantial increase in Vaughan (by $6.00), Markham ($10.40) and Stouffville ($3.40); the remaining municipalities have decreased slightly. As the primary element of public works is road maintenance and construction, the increase in Markham and Vaughan is easily understandable due to the excessive mileage involved in both townships.

Expenditure in santation and waste disposal has basically affected only three of the six municipalities. Richmond Hill, Markham Village and Stouffville have all been faced with rising costs in the installation of sanitary sewage disposal facilities. The remaining municipalities are currently unsewered the exception of a limited area of Markham Township.

Welfare costs have risen both in per capita expenditure and in proportion of total budget. The highest welfare costs per capita were experienced both in 1957 and in 1962 by the township of Vaughan and the Village of Stouffville.

The most significant single item of expense is, of course, in the field of education. To meet the rising costs of school construction, maintenance and staff required to educate the increased number of school age children, the six municipalities have raised the average expenditure per capita from $35.13 to $55.37. As a proportion of total budget, school costs have increased from 39.4% to 42.2%. The highest expenditure per capita has consistently been the Village of Woodbridge, the lowest the Village of Stouffville.

TABLE 19

PROVISION AND COST OF LOCAL SERVICES - 1957 and 1962

Category		Vaughan Twp.	Wood-bridge	Richmond Hill	Markham Twp	Markham Vlg.	Stouff-ville	Total Average
1957								
Assess. Pop'n		14,622	2,096	10,923	12,767	3,520	2,505	46,442
Total Expend.	$000	1,218	229	1,154	1,171	220	163	4,155
	EPC	83.30	109.35	105.61	91.67	62.57	64.95	89.33
Admin.	%	8.6	4.9	7.8	8.5	9.6	12.8	8.4
	EPC	7.20	5.34	8.22	7.83	6.02	8.34	7.49
Public Protec.	%	6.0	6.2	5.1	6.3	10.2	7.7	6.1
	EPC	5.00	6.77	5.37	5.74	6.36	4.99	5.47
Public Works	%	16.8	21.9	10.0	24.3	15.9	11.0	17.1
	EPC	14.00	23.90	10.60	22.30	9.97	7.15	15.23
San. & Waste	%	-	0.1	6.8	-	0.5	2.0	2.0
	EPC	-	0.10	7.16	-	0.03	1.28	1.76
Welfare	%	0.6	-	0.4	0.8	0.3	0.4	0.6
	EPC	5.06	-	0.45	0.73	0.20	0.24	0.50
Educ'n.	%	42.8	43.4	34.0	38.8	44.6	41.3	39.4
	EPC	35.64	47.47	35.97	35.60	27.89	26.87	35.13
Rec.&Com. Services	%	-	10.5	1.1	-	0.6	0.6	0.9
	EPC	-	11.50	1.17	-	0.40	0.40	0.85
Debt Charges	%	10.0	13.3	8.3	8.0	4.0	4.9	8.7
	EPC	8.35	14.55	8.74	7.36	2.53	3.19	7.73
Cap. exp. from rev.	%	0.5	-	19.9	2.3	0.4	0.5	6.4
	EPC	0.40	-	21.00	2.08	0.23	0.32	5.76
County rates	%	8.5	8.3	4.2	8.9	12.9	12.6	7.8
	EPC	7.07	9.11	4.45	8.15	8.07	8.18	6.98
1962								
Assess. Pop'n.		17,364	2,427	18.160	14,509	5,005	3,389	60,854
Total Expend.	$000	2,384	324	2,267	2,083	594	351	8,003
	EPC	137.31	133.49	124.92	143.50	118.70	103.60	131.25
Admin.	%	7.8	5.6	7.0	7.8	8.2	7.8	7.6
	EPC	10.76	7.42	8.78	11.26	9.71	9.09	9.96
Public Protec.	%	5.9	8.4	7.1	6.3	8.6	7.7	6.8
	EPC	8.08	11.17	8.81	9.03	10.21	8.97	8.86
Public Works	%	16.0	12.8	7.5	22.8	7.1	9.1	14.3
	EPC	22.00	17.10	9.36	32.73	8.45	10.56	18.81
San. & Waste	%	-	0.2	4.9	0.1	2.9	2.7	1.8
	EPC	-	0.33	6.11	0.20	3.48	3.16	2.34
Welfare	%	1.5	0.7	0.9	1.3	0.6	2.3	1.2
	EPC	2.09	0.99	1.15	1.89	0.72	2.66	1.63
Educ'n.	%	44.5	47.50	42.9	39.5	43.0	27.7	42.2
	EPC	61.21	63.37	53.61	56.66	51.07	32.13	55.37
Rec.&Com Services	%	0.4	0.8	2.8	-	1.6	1.1	1.1
	EPC	0.52	1.11	3.51	-	1.90	1.33	1.47
Debt charges	%	9.8	11.8	13.6	6.1	11.1	16.9	10.5
	EPC	13.46	15.99	16.94	8.70	13.23	19.62	13.76
Cap.exp. from rev.	%	0.5	-	1.3	2.7	5.3	4.6	1.8
	EPC	0.64	-	1.60	3.88	6.31	5.31	2.40
County rates	%	8.9	10.6	8.9	8.3	10.0	8.6	9.0
	EPC	12.29	14.13	11.15	11.89	11.97	10.00	11.75

NOTE: EPC = Expenditure per capita

Source: Dept. of Municipal Affairs

The figures relating to recreational and community services are generally low; expenditure per capita for all municipalities constitutes only $1.47 or 1.1% of the total budget, a slight increase over 1957. Richmond Hill currently expends more for this purpose than the remaining municipalities (2.8% of total expenditure).

The succeeding two columns in Table 19 (Page 32) relate to the capital financing for implementation of the various public services programmes adopted by the local municipality. This expenditure (either from revenue or through debentures) is basically a product of short term policy decisions; such capital works programmes as exist are very flexible. The debt charges for the various municipalities have increased from $7.73 per capita in 1957 to $13.76 in 1962, an indication of the comprehensive demands of the urban population.

Actual debenture debt is outlined in Table 20 which also provides a comparison of debt to the total taxable assessment for the six municipalities.

TABLE 20.

TOTAL TAXABLE ASSESSMENT AND DEBENTURE DEBT. - 1962.

Municipality	Total Taxable Assessment	Debenture Debt.	Debenture Debt. as % of Assessment.
Richmond Hill	30,393,145	5,116,818	16.8
Markham Village	7,736,852	1,013,374	13.0
Stouffville	3,895,939	1,011,174	25.9
Woodbridge	4,504,878	721,081	16.0
Markham Twp.	18,779,898	3,271,507	17.4
Vaughan	25,779,898	4,790,927	18.8
Total	91,090,610	15,924,881	17.5

Source: Dept. of Municipal Affairs

This table is self-explanatory; the demands or urbanization to provide major public facilities inevitably lead to a degree of municipal indebtedness which is substantially the same for the six municipalities. The Village of Stouffville has a somewhat higher debenture debt in proportion to assessment (25.9%) as a result of the recent provision of full urban services.

The remaining column in Table 19 is related to the expenditures of the local municipalities in support of the operation of agencies of the County of York. The rates have increased on a per capita basis (from $6.98 to $11.75 overall) during the five year interval, though the amounts as a proportion of total budget remain between 8% and 10%.

Though municipal expenditure for planning constitutes a minute proportion of total expenditure (the costs in Table 19 are included under 'administration'), the increasing importance of this function of local

government suggests the need for a brief appraisal of current operating costs.

Table 21 accordingly illustrates the extent of municipal expenditure for planning purposes; the totals for Stouffville, Woodbridge and Markham Village are potentially misleading due to the fact that planning assistance is offered by the Metropolitan Planning Board without charge. The totals given are either actual expenditures for 1962 or budget estimates for 1963.

TABLE 21.

ESTIMATED MUNICIPAL PLANNING EXPENDITURE.

Municipality	Admin. costs and/or remun. to members	Staff or Consultant costs	Total	Total Expenditure per capita
Richmond Hill	3,975	12,495	16,470*	0.91
Markham Vil.	550	-	550	0.11
Stouffville	600	-	600	0.17
Woodbridge	200	-	200	0.08
Markham Twp.	5,170	10,000	15,170*	1.04
Vaughan	10,000	8,000	18,000	1.03
Total	20,495	30,495	50,990	0.85
Average	3,416	5,082	8,498	0.85

* Actual 1962 expenditure (further breakdown estimated)

Source: Local municipalities

The total estimates cost of planning in this area is $50,990 - or an expenditure per capita of $0.85. Slightly over 60% of the total (or $0.51 per capita) is allocated for staff or consulting services. Taking into account the functional duality of staff expenditure in Vaughan (the planning and building departments are combined), and the potential exaggeration of budget allocation over actual expenditure, the 1962 per capita average for the 6 municipalities is probably no more than $0.70.

CHAPTER III

PROJECTED GROWTH AND CHANGE - 1963 to 1973.

In the following sections an attempt has been made to not only project the population growth of the area during the next decade, but also to predict its effect in the use of lands and the resultant intensification of demand for various urban services. It has been estimated that Metropolitan Toronto will achieve a population of 2,300,000 by 1980. The future growth and function of the area is accordingly tied to the metropolis to the south - not only as a source of employment, specialized goods and services, entertainment etc. but also as the motive force behind the ultimate urbanization of the fringe area as a whole.

Population.

The following table (Table 22) is an attempt to project the 1973 population of the various municipalities, based on individual prevailing growth trends and a revised estimate premised on known factors which tend to modify these trends.

TABLE 22.

ESTIMATED POPULATION GROWTH BY MUNICIPALITY TO 1973.

Municipality	1959 Pop'n.	Est.1963 Pop'n.	Av. annual Increase	1973 Pop'n. proj.on inc.	Rev.1973 Estimate	Av. Annual Increase
Richmond Hill	15,032	18,900	774	26,290	22,000	310
Markham Vil.	4,217	5,300	217	7,470	10,000	470
Stouffville	2,874	3,550	133	4,880	5,800	225
Woodbridge	2,243	2,500	51	3,010	3,000	50
Markham Twp.	13,044	14,850	361	18,460	21,000	615
Vaughan	16,033	17,800	353	21,330	25,000	720
Total	53,443	62,900	1,879	81,440	86,800	2,390

The population on past rates of growth would produce a 1973 total population for the area of 81,440; based on an annual rate of growth of 1,880. While it is unlikely that there will be a return to the peak growth period of the early 'fifties, it is considered likely that development policies and improved servicing systems may result in a higher rate of growth than that experienced since 1959. Certain assumptions have accordingly been made, based on available evidence, which result in a revised projected population of 86,800 by 1973 at a rate of 2,390 persons per year. The reasoning which has led to the assignment of individual municipal totals is summarized below (see also Map 7).

Markham and Vaughan Townships.

Both these municipalities are in similar positions with respect to population growth. Both are municipalities possessing an impressive potential for urbanization; the primary deterrent to this growth has been the lack of urban services. The Township of Markham has recently held the advantage of an agreement by which a portion of the southwest development area is sewered to Metropolitan Toronto. The result has been an average rate of growth of 231 persons per annum.

Both townships have plans for future upstream sewage treatment plants (the first will be shortly under construction in Vaughan) and the provision of urban services to new development areas could produce unexpected fluctuations in rates of growth. The ultimate population estimated in the draft Metropolitan Official Plan for the presently designated urban areas in Markham and Vaughan total 59,500 and 96,400 respectively. It is questioned whether a substantial proportion of this growth will take place prior to the introduction of further non-residential assessment. The 1973 population has accordingly been estimated at 21,000 for Markham and 25,000 for Vaughan - a product of roughly comparable rates of growth.

Richmond Hill.

The accelerated growth of Richmond Hill prior to 1959 has slackened since that time, though the municipality still has the second highest rate of population increase in the county. The slackening has been primarily due to two reasons; a reluctance to permit the extension of new housing development without a concurrent increase in non-residential assessment, and a basic lack of land within existing town boundaries to permit such development to take place. The projection in Table 22 has accordingly been premised on a slower rate of growth which by 1973 would result in the achievement of the maximum possible population within the present boundaries of the town. This picture would be substantially altered by annexation from Vaughan Township but such an eventuality is difficult to predict at this time.

Markham Village.

The past five-year growth in the Village of Markham has been at a moderate rate of 217 persons per annum. The draft Metropolitan Official Plan has estimated that 14,000 persons will be accommodated within the existing village limits by 1980. This growth will result from a deliberate staging policy established by the Village, but the actual timing is a matter of conjecture. The 1973 estimate of 10,000 is accordingly proportionate to the ultimate population anticipated by the Metropolitan Plan.

Stouffville.

Amendment No. 5 to the Stouffville Official Plan estimates an ultimate population for the recently enlarged village of 7,500 persons; this increase to take place at the rate of roughly 225 persons per year. At this rate the 1973 population is calculated to be 5,800, although the total could vary, depending upon delay or acceleration in the staging programme.

Woodbridge.

The draft Metropolitan Toronto Official Plan estimates the 1980 population of Woodbridge to be 3,100 persons, providing no annexation takes place. The latter eventuality being uncertain at this time, the 1973 figure of 3,000 is based on the reasoning that the ultimate population will be achieved somewhat earlier than 1980.

With respect to the composition of the population in this area, there will be some shifting in the proportionate distribution of age groups. Both the pre-school and working age groups will assume a greater proportion of the total while conversely, those in the school age group (both elementary and secondary) and those in the elderly group will represent a decreased proportion of the total. The estimated percentage distribution of these age groups and the change from the existing composition is shown in Table 23.

TABLE 23.

PERCENTAGE DISTRIBUTION OF THE POPULATION BY AGE GROUPS, 1961 to 1973.

Age Groups		Percent 1961	Percent 1973
Pre-school	(0-4 years)	13.3	14.0
School Age	(5-19 years)	29.4	28.0
Working Age	(20-64 years)	50.6	53.0
Elderly	(over 65 years)	6.7	5.0

Employment

A recent estimate by the Metropolitan Toronto Planning Board places employment in the six municipalities at 18,550 by 1971. This assumes a 160% increase in the area's employment since the last study was completed by that Board in 1960. The following table compares the estimated distribution of the 18,550 total in 1971 to the figures resultant from the 1960 survey. The remaining fringe communities are included for comparative purposes.

TABLE 24.

DISTRIBUTION OF EMPLOYMENT BY TYPE 1960 and 1971.

Municipality	Man. Wholesale		Retail Service (1)		Others		Total	
	1960	1971	1960	1971	1960	1971	1960	1971
Vaughan Twp.	414	3,500	195	750	756	2,600	1,365	6,850
% of total	30	51	14	11	56	38	100	100
Woodbridge	200	300	275	350	466	400	941	1,050
% of total	21	29	29	33	50	38	100	100
Richmond Hill	241	1,400	332	600	756	2,200	1,329	4,200
% of total	18	34	25	14	57	52	100	100
Markham Twp.	289	1,100	258	550	1,422	2,000	1,969	3,650
% of total	15	30	13	15	72	55	100	100
Markham Village	317	400	249	350	351	900	917	1,650
% of total	35	24	27	21	38	55	100	100
Stouffville	166	200	178	250	229	700	573	1,150
% of total	29	17	31	22	40	61	100	100
Southern Six	1,627	6,900	1,487	2,850	3,980	8,800	7,094	18,550
% of total	23	37	21	16	56	47	100	100
Balance of Fringe	13,227	23,100	3,363	10,150	6,757	18,200	23,347	51,450
% of total	57	45	14	20	29	35	100	100
Total Fringe	14,854	30,000	4,850	13,000	10,737	27,000	30,441	70,000
% of total	49	43	16	18	35	39	100	100
% Increase								
Southern Six	324.1		91.7		121.1		161.5	
Rest of Fringe	74.6		201.8		169.4		120.4	
Total Fringe	102.0		168.0		151.5		130.0	
Southern Six as % of total increase	34.8		16.7		29.6		29.0	

(1) Personal and Recreational Service

Source: M.T.P.B.

Although the future rate of increase in employment within the southern six municipalities will be greater than that of the remaining fringe area (162% to 120% respectively) this increase will represent less than 1/3 of the total for the fringe area.

The greatest increase will be in manufacturing and wholesale employment (324%) which by 1971 should represent over 1/3 of all employment. This will still be considerably less than the remaining fringe area where persons in this category though proportionately decreasing (57% to 45%) will still represent 45% of those employed. However, the fact that over half of the total manufacturing and wholesale employment will be located in Vaughan Township can cause some distortion to the picture as given. Excluding this township (and the influence of the new C.N.R. freight yard), the remaining municipalities show that industrial workers will only represent 29% of the total of those employed. The proportion would be further reduced if the table included agricultural workers.

Retail and service employment in this area will assume a smaller proportion of the total (21% to 16%) although increasing in total number

by 92%. This trend will be the opposite to that found in the remaining fringe area, where this category will represent a 6% increase of total employment.

Persons in other types of employment such as construction, communication and government service will represent a decreased proportion (56% to 47%) although experiencing a substantial increase in total number.

The greatest employment in this area will be in the Townships of Vaughan (37%) Markham (20%) and Richmond Hill (23%).

A less detailed analysis of the employment composition was set out in the draft Metropolitan Official Plan for the year 1980. It provides a different outlook on future employment trends including as it does agricultural workers and classifying retail employment as a separate entity.

TABLE 25.

COMPOSITION OF EMPLOYMENT, 1956 and 1980.

Type of Employment	1956 %	1980 %
Agriculture and Quarrying	45	5
Manufacture and Wholesale	26	27
Retail	7	13
Other	22	55

Source: D.B.S., and M.T.P.B.

Here it is estimated that employment in the category of manufacturing and wholesale will grow proportionately to the population, remaining at roughly the same percentage of total. The percentage of retail employment (exclusive of service workers) is expected to almost double in response to the demands of a greater and more concentrated urban population. The primary change will, however, be from agriculture, with the actual employment reducing as urbanization exacts its toll in land accompanied by a vast increase in other types of employment (construction, transportation, communication, business and personal services and government).

Future Distribution of Land Use.

Metropolitan Toronto Planning Board policy on the land use development of the fringe area has been based on the following premises as summarized in the draft official Plan.

"3) The need to preserve agricultural land within the Planning Area simply for the sake of continued agricultural production is not essential to the objectives of the plan (for reasons outlined in the 1959 Report on the Official Plan) but it is advisable that such production, where it is carried on, should be maintained on an orderly basis. It is therefore necessary that the limits of the urban development area be clearly delineated and preserved, and that clear-cut policies be formulated concerning the

establishment and control of "urban" uses outside the urban development area.

In the rural area, existing villages are permitted to expand to a degree and at a rate consistent with their ability to secure a financially reasonable balance of development.

Outside the existing villages, non-agricultural uses are permitted in the rural areas subject to specific policies described below.

4) Development of land for urban uses, both in the Urban Development Area and in the rural villages, is permitted only on the basis of full urban services, including municipal water and sewage facilities, adequate transportation, and suitable open space and school facilities. Programmes for the establishment and timing of basic trunk services are outlined in Part VI of the Official Plan. These are detailed and specific in the case of Metropolitan Toronto and some sections of the fringe area, and more general in nature in the remaining portions of the fringe area within which urban development is permitted during the period of the plan."

In addition to the land to be developed the plan provides for an extensive "urban reserve" which would permit:

a) development beyond the period of the plan

b) diversion of development pressures within the fringe areas.

c) simultaneous development in different fringe areas outside the Metropolitan Corporation jurisdiction where there are no unified servicing programmes and development policies.

The plan delineates the areas of future development in the following exerpts:

"In the central section of the Planning Area the urban boundary is extended to include the "finger" of partially developed land running north to the vicinity of the Town of Richmond Hill, about 17 or 18 miles from the lake. Because of this area's favourable access to major employment centres, and because of the need to provide an adequate level of urban services for the existing population, it is considered advisable to permit in-filling and consolidation of existing development and to permit a reasonable amount of new industrial development."

"Village development areas are established at Woodbridge, Maple, Stouffville, Markham, and Unionville. Within these areas, development of urban uses is permitted only on the basis of full municipal water and sewer services, except for minor in-filling within the existing built-up sections. Expansion beyond the existing built-up sections is limited by the availability of local sources of water supply and the ability of local streams to receive sewage effluent without impairing downstream amenities, the actual timing of development within this period will be based on the ability of the municipality to provide the required services."

Those areas designated for rural uses will be maintained as such to assure a rural greenbelt, to conserve the soil and water storage capacity of the headwater areas and to mitigate the effects of uncontrolled urbanization on continuing agricultural activity.

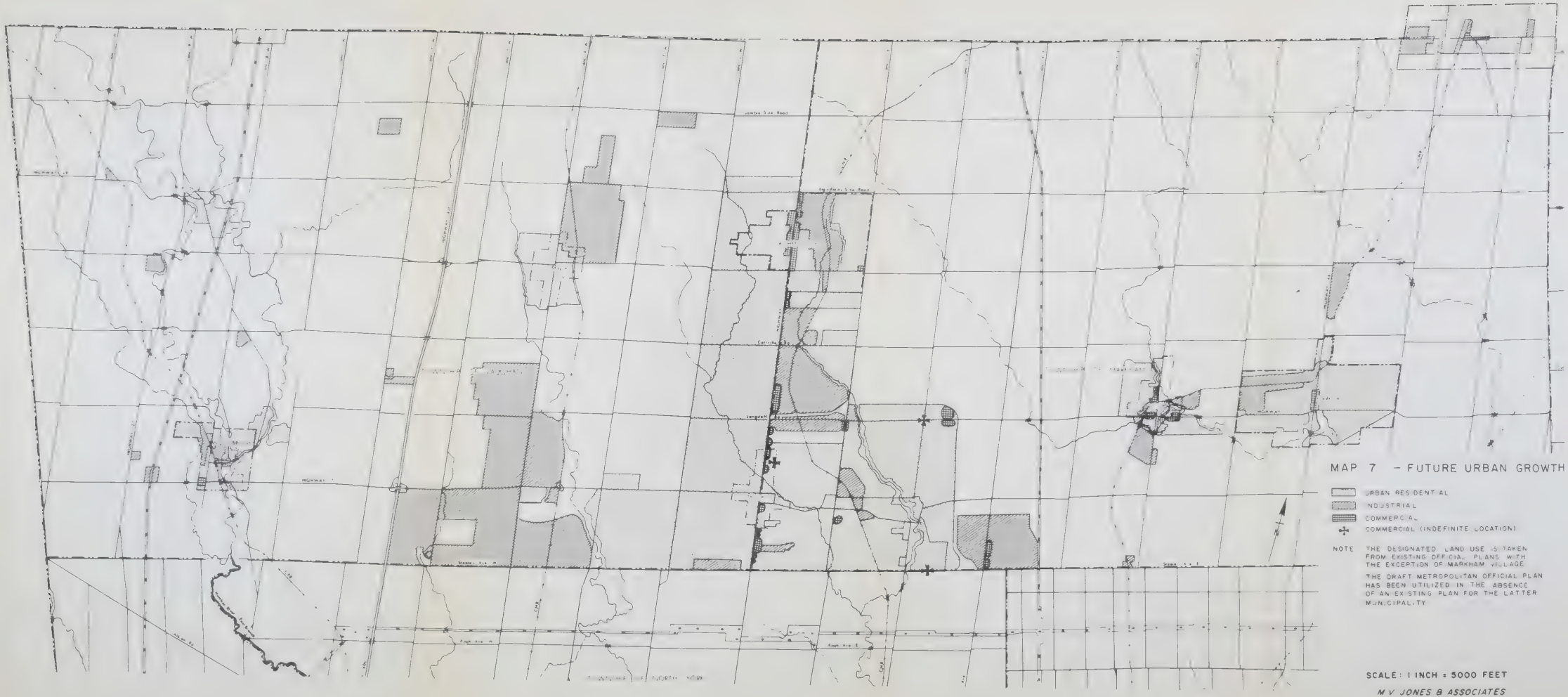
Map 7 illustrates the existing and proposed location of the basic land uses of residential, commercial and industrial for the six municipalities according to current local official plans. These designations are basically in conformance with the draft official plan for the Metropolitan area, although there are some areas of conflict due to staging policies etc. The map should not be interpreted too literally; certain categories of land use (such as open space and rural residential) have been omitted in order to present a clearer picture of the future urban land use pattern.

The major area of urban growth is proposed for the Yonge Street corridor between Steeles Avenue and Richmond Hill. The land use (existing and proposed) is largely residential on the Vaughan Township side, although there are pockets of commercial use which do not appear on Map 7 due to their inclusion under "residential area uses" in the Vaughan official plan. Further residential growth in the latter municipality is proposed in the second concession south of Highway 7, while a large industrial complex has been proposed for the lands surrounding the C.N.R. yard.

The east side of Yonge Street in both Markham Township and Richmond Hill has been proposed for a mixture of residential and industrial areas with strip commercial uses adjacent to Yonge. A further residential area has been defined in the south west corner extending east to proposed Highway 404 and north to the relocated Highway 7. There is a further industrial area east of Highway 404 on both sides of Woodbine Avenue.

The Village of Woodbridge and the Town of Richmond Hill are largely urbanized within their present municipal boundaries and the areas disignated on Map 7 are accordingly a recognition of the current land use pattern. The Villages of Markham and Stouffville, on the other hand, propose residential expansion into presently vacant land on the basis of established staging programmes. Both municipalities provide for further industrial development, the former in the north west quadrant adjacent to the C.N.R. and the latter on the Gormley Road at the western extremity of the recently enlarged municipal boundaries. The controlled expansion of the police villages of Unionville and Maple is also provided for in the local official plans of Markham and Vaughan.

The growth of population predicted in Table 22 (see Page 35) will be partially absorbed by in-filling of existing residential areas but will also expand into the presently vacant residential areas. The specific location of this growth is dictated by staging programmes geared to the provision of municipal services in the case of Markham Township and the Villages of Markham and Stouffville. Stages in the Markham Township plan proposes the completion of development in the area


MAP 7 – FUTURE URBAN GROWTH
URBAN RESIDENTIAL
INDUSTRIAL
COMMERCIAL
COMMERCIAL (INDEFINITE LOCATION)
NOTE THE DESIGNATED LAND USE IS TAKEN FROM EXISTING OFFICIAL PLANS WITH THE EXCEPTION OF MARKHAM VILLAGE
THE DRAFT METROPOLITAN OFFICIAL PLAN HAS BEEN UTILIZED IN THE ABSENCE OF AN EXISTING PLAN FOR THE LATTER MUNICIPALITY
SCALE: 1 INCH = 5000 FEET
M.V. JONES & ASSOCIATES

currently sewered (or proposed to be sewered) to Metropolitan Toronto (see Map 5, after Page 22). The succeeding stages in the north west corner and Unionville require the construction of sewage treatment plants.

The further expansion of Markham Village and Stouffville requires the progressive enlargement of existing sewage treatment plants; Markham will accordingly develop east of Markham Road and Stouffville into the areas peripheral to the present development which were included in the recent annexation.

As mentioned earlier, both Woodbridge and Richmond Hill are largely developed and any increase of population will be the product of in-filling (as in Woodbridge) or increased residential density (as in Richmond Hill).

Anticipated Extension of Municipal Services.

The underlying principles behind the proposed extension of municipal services are outlined in Part V of the draft Metropolitan Official Plan.

> "Private water supply by means of individual wells, and private sewage disposal through septic tanks, will be permitted only for low-density development and only in areas where such development will not preempt land required for foreseeable future growth at average urban densities. Such development will be permitted to take place only on the limited basis outlined in the Land Use Plan, and will be subject to the approval and requirements of the Metropolitan Toronto and Region Conservation Authority or Credit Valley Conservation Authority, the Ontario Water Resources Commission, and the appropriate local health authority."

> "Upstream sewage treatment plants will be closed wherever feasible. Sewage treatment plants required to serve urban development in upstream locations will provide a level of treatment satisfactory to the Ontario Water Resources Commission and the Metropolitan Toronto and Region Conservation Authority for the purpose of protecting the quality of the effluent-receiving waters and downstream recreational facilities."

Water Supply

With regard to the intended future construction of reservoirs in the Townships of Markham and Vaughan the plan states that:

> "When these facilities are constructed there may be some surplus capacity available to permit the Metropolitan Corporation to supply limited quantities of water to those portions of these two municipalities in which the projected facilities will be located. At that time the Metropolitan Corporation will consider whether the level of water demand within Metropolitan Toronto will permit it to make any surplus water available in these areas. The establishment of the indicated Metropolitan facilities in Markham and Vaughan Townships is not to be interpreted as a firm indication that Metropolitan water will of necessity be supplied to these areas."

The plan points out that the present supply of water from rivers and wells will prove inadequate for future demand. It also outlines the following policy in this respect:

> "That until the size and nature of the long-term water supply is assured, subdivision applications will be dealt with only insofar as it can be determined by the Ontario Water Resources Commission that the proposed development will not preempt available or prospective ground water supply which may be required for the in-filling or consolidation of existing scattered development in the partially developed urban areas."

> "Private wells will continue to be used to supply water to the farms, hamlets and occasional rural-commercial or rural-industrial installation."

The Metropolitan Corporation similarily agreed to consider the provision of water for emergency purposes to those areas adjacent to Metropolitan boundaries. Several applications have been made on the basis of this policy; one has been implemented and approved for a limited area in the Township of Markham and another was approved for existing development in Islington Avenue near the Village of Woodbridge.

The existing and proposed facilities are illustrated on Map 4.

Sanitary Sewage Disposal.

The Metropolitan sewerage system will, in some instances permit the servicing of limited areas capable of connection to Metropolitan sanitary drainage facilities.

Metropolitan Toronto policy on the provision of sewage disposal services to Markham and Vaughan Townships were established in March, 1960 through the adoption by Metropolitan Council of a report on the "provision of Metropolitan Sewage Disposal and Water Supply services north of Steeles Avenue". The basic agreement to service certain areas of Markham, Vaughan and Woodbridge was founded on the principal that "it would be against the best interests of the Metropolitan Corporation for sewage disposal facilities to be established on or near the Metropolitan boundary, i.e. within one-half mile upstream". The report continued to accordingly recommend that two general areas in Markham, Vaughan and Woodbridge be serviced to Metropolitan Toronto. The first of these, bounded roughly by Yonge Street, Steeles Avenue, the CNR and John Street is now by agreement being drained through the East Don S.T.S. while an extension eastward of the same area is contemplated for inclusion should the need arise.

The second area involved Woodbridge and the Vaughan industrial areas south of the C.N.R. yards and west of Highway 400. A decision by Woodbridge to develop its sanitary sewer system by a similar agreement would service these areas to an extension of the Humber system.

The Metropolitan Toronto policy with respect to the remaining areas is set out in Part V of the draft Metropolitan Official Plan.

"The remaining urban areas in Richmond Hill and along the Yonge Street urban corridor will be provided with upstream treatment facilities designed to provide a level of treatment consistent with the water pollution control objectives of the Ontario Water Resources Commission and the conservation and recreation objectives of the Metropolitan Toronto and Region Conservation Authority.

Separate water pollution control facilities are to be provided for village development at Maple, Unionville, Markham Village and Stouffville, of which the latter two are already in existence. Urban development will not take place in the balance of the Markham-Vaughan Sewer District. Development in "rural area" as defined in the Land Use Plan will be dependent upon private disposal methods and will be subject to regulation by the appropriate health authority in each municipality."

Map 5 shows only the general location of future upstream sewage treatment plants and trunk sewers. The actual location of such facilities will be based on detailed engineering studies and the staging of construction premised on demand for new areas of urban development.

Storm Sewage Disposal.

Certain policies have been established in the draft Metropolitan plan with respect to storm water drainage.

"The storm water drainage of the area can generally be collected and discharged to the numerous natural watercourses which drain through the major rivers and creeks to Lake Ontario. Extensive large storm trunk sewers are not required, provided that the natural watercourses are not obliterated in the course of urban development. It is essential, therefore, that all existing' watercourses in the Planning Area be maintained and protected, and that no filling or obstruction be permitted. In the case of the creeks and rivers, a certain area of land bordering the watercourses will be required as a public land reserve to facilitate channel maintenance and improvement work as required to provide satisfactory storm water drainage."

The implementation of this policy will be achieved through the retention of watercourses by subdivision control and the construction of storm sewers where natural water courses are unavailable or inadequate.

The related work of the Metropolitan Toronto and Region Conservation Authority is discussed in the following section.

Agencies Providing Related Regional Services.

Ontario Water Resources Commission

The O.W.R.C. is concerned with matters relating to water supply and water pollution in the Province of Ontario. In order to develop their programme of technical and financial assistance to local municipalities with water supply or pollution problems, the Commission is currently engaged in preparing comprehensive studies on a county scale. These water resources surveys include an appraisal of available water supply and future requirements, and also existing and potential

pollution and the related need for treatment facilities. A survey of this nature for York County, is presently scheduled for 1965-66; the resulting data, when associated with policies established by the York County Health Unit, could be extremely useful in formulating a comprehensive pollution control programme for the county as a whole and more particularly the southern six municipalities.

In addition to research, the O.W.R.C. is directly involved in the construction and operation of wells and purification plants and in the establishment of enlargement of sewage treatment facilities in various York County municipalities.

Metropolitan Toronto and Region Conservation Authority.

The area of jurisdiction of the M.T.R.C.A. in York County includes the watersheds of the Humber, Don and Rouge Rivers and the Highland and Duffin Creeks. The Authority is, within this area, concerned with matters of flood control and land, forest and wildlife conservation. A by-product of this programme is the provision and preservation of recreational resources for the area population such as the Boyd Conservation Area in Vaughan Township.

In a recent report entitled "Pollution Control and Recreation in the Metropolitan Toronto Region", the M.T.R.C.A.'s basic concern may be summarized by the following extract:

> "The proliferation of upstream sewage treatment plants must not be allowed to proceed uncontrolled. That some plants will be required outside Metropolitan Toronto is obvious, but careful planning and co-operation between all organizations is necessary."

The report's appraisal of the problems and needs associated with continuing urbanization is related to the future demand for and location of recreation facilities to serve the area.

Expected change in the Educational Programme.

Future educational facilities will be greatly influenced by the Provincial Government's recent amendments to the Schools Administration Act, the Secondary Schools and Board of Education Act and the Public Schools Act. This legislation to be implemented about January, 1965 will:

a) Abolish the many rural school boards that oversee school areas and sections.

b) Establish the township as the smallest unit of school administration.

c) Retain the majority of town school boards presently in operation.

Under this legislation, the provincial government hopes to:

a) Centralize schools with a minimum unit of 200 pupils.

b) Encourage public and secondary schools in the same area to work more closely together.

c) Provide an equality of education for rural children that will approximate that of the urban child.

At present, Markham Township with 15 school boards would be most affected by this legislation, Vaughan having established the township as the unit of school administration in 1959. However, implementation of the hope expressed by the Minister of Education that several township boards might amalgamate, would have far reaching results in this area.

Protective Services

The present police forces will likely increase in number proportionate to the growth of population. Extended urbanization will on the other hand require a more sophisticated degree of fire protection facilities, the hiring of permanent staff, and a better distribution of these services throughout the area.

Health and Welfare.

A current report(1) of the Ontario Welfare Council analyzes welfare services in York County and includes recommendations for future improvements in the provision of these services. This report, prepared for the Welfare Committee of the York County Council, has not as yet been adopted, but a summary of some of these recommendations is included to indicate the future developments that may occur in this field. It has been recommended that:

1. The administration of existing County and local municipal welfare services be integrated into a County welfare unit.
2. Effective liaison system between the courts and service organizations should be established. A referral procedure should be developed and social data required by the courts should be the responsibility of the Welfare Unit.
3. An effective counselling service should be developed and made available to all families.
4. Definition of positions, qualifications and salaries for new County Unit be decided by consultation.
5. The recommendations made should be considered by County Council and approved by 1964 so that the new operation could begin on January 1, 1965.
6. Steps should be taken to create a group for hospital insurance purposes, including dependent persons.
7. Plans for the establishment of a programme for home care of the aged, a centralized administration of certain Nursing Home functions and a homemaking and nursing service programme be developed.
8. An evaluation of the staff and requirements of the Mental Health Clinic be made because of its important role in a community health and welfare programme.

These recommendations carry with them certain budgetary implications and requirements which have not been mentioned here.

(1) A report on Welfare Services in York County, 1963.

Future development of road system.

The Department of Highways is presently conducting a traffic-needs survey of the County and it is intended that the survey be completed by the fall of this year. The Study will help to determine the need for 'development roads' wherein the D.H.O. pays 100% of the construction costs and the county provides the right-of-way and maintenance after completion.

Other highway matters affecting this area include the construction of Highway 404 (Don Valley Parkway) from Steeles Avenue to Newmarket in approximately 3 years with provision for its extension to Highway 12 some time thereafter. Construction of Highway 404 will mean that the Townships of Markham and Vaughan will be bisected by two highways carrying in 20 years an estimated 60,000 to 90,000 vehicles per day respectively.

Further plans call for the paving of all County roads in the next 2 years and the improvement and paving of Steeles Avenue in Markham and Vaughan Townships.

Financial Implications of Future Growth.

It is difficult, without comprehensive economic studies, to project the increased assessment, municipal expenditure and debenture debt for the six municipalities to the year 1973. Such projections must obviously be based not only on a detailed appraisal of past increases in these categories but also with a sound understanding of future population growth, local development policies, likelihood of increased non-residential assessment, need for improved municipal services and for major undertakings involving capital expenditure. Even assuming a fairly accurate knowledge of these factors, such projections are rendered unreliable by the continuing possibility of such matters as annexations, changes in standards, functions etc.

Generally speaking, the increase of residential assessment will tend to be double the concurrent increase in population (i.e. there will be a 2% rise in residential assessment for a 1% increase in population). It is obviously impossible to predict the simultaneous increase in commercial or industrial assessment, but those municipalities possessing the land and services for attracting industrial assessment may display a more significant rise in total assessment in comparison to population growth. This trend has been evident in recent years in the Townships of Vaughan and Markham and, to a lesser extent, the Villages of Woodbridge.

There is a similar correlation between urban growth and municipal expenditure which, by past trends, appears to increase at an average rate of about 3% for a 1% increase in population. These figures are affected to a large extent by the degree of sophistication previously achieved in provision of various urban services. It is likely that, as the urban

population rises, the costs involved in meeting service commitments will tend to level out; the initial costs of a wide range of public facilities (sewage treatment plants, water supply systems, storm sewers, municipal offices, schools etc.) are much greater than subsequent maintenance, operation and extension. The proportionate rise in debenture debt is similarly affected by the increasing extent of urbanization.

This reasoning is borne out by examination of recent levels of expenditure and debenture debt in the six municipalities. Those municipalities faced with a major updating of public facilities (for example Stouffville and Markham Village) have displayed a greater increase in these categories in comparison to population than, say, Richmond Hill, where the same facilities have existed for a longer interval. The Townships too are higher in this respect and will likely remain so, as the possibility of relatively extensive urban expansion will necessitate greater expenditure than the more self-contained area of village or town. The greater potential of industrial growth may offset this handicap to some extent.

CHAPTER IV

POSSIBLE CHANGES IN THE LOCAL GOVERNMENTAL STRUCTURE OF THE AREA

From the material contained in the previous three chapters it will be obvious that relatively rapid change has occurred in the area in the last decade. The rate of change anticipated in the next decade will be about that experienced in the last five years.

While no one can accurately predict the future the general scale and location of urbanization over the next 20 years can be established within somewhat elastic limits.

The pattern of urban development, the concurrent provision of adequate urban services, and the timing of such activity have become crystallized over the past few years. Despite the lack of a formally adopted Official Plan for the whole Metropolitan Area, new quasi-governmental organizations have exercised effective policy control over an increasing number of facets of the area's functions.

The issues of prime importance in this instance are whether the relationships which have developed (as a result of urbanization) between Metropolitan Toronto and the municipalities in the southern part of York County lead to the necessity for change in the political relationship or whether the circumstances warrant some other conclusion.

There are a number of possibilities which might be explored. A few are listed below with general comments on the advantages and disadvantages of each alternative.

1. Becoming part of Metropolitan Toronto.

This alternative would be based on an assumption of a high degree of interdependence between the six municipalities and Metropolitan Toronto and on the assumption that the needs of the people in the six municipalities could only be met by sharing the much larger resources of the Metropolitan Area.

That there is a varying degree of interdependence is obvious. A large part of the labour force in the six municipalities depend on the Metropolitan Area for employment. Many thousands of residents of Metropolitan Toronto depend on local and County roads for access to vacation and sports areas. These are but two examples of interdependence which could be expanded into a long list. With increasing concentration of population in urban regions the territory on the perimeter of such regions will experience an increasing demand for a variety of functions serving the needs of the urban population.

The traditional rules for expansion of a local government area however are not as applicable in the present 'seamless web' or urban regions. In general the municipalities concerned have been able to absorb a limited degree of urban growth and have enabled the extensive agricultural area to function as well. Plans for future urbanization and services, the use of development controls, and the supervision provided by area-wide planning and control agencies combine to offset the need for direct political control through expansion of the area of Metropolitan Toronto.

The Commission will have before it a brief from the County of York which deals with this same subject and proposes substantially the same approach.

In the first instance any suggestion for expansion of the Metropolitan boundary must consider the alternatives of including whole municipalities or the urban parts of municipalities. For the reasons stated in the County of York brief it is not considered necessary or desirable at this time to include in the urban government of Metropolitan Toronto municipalities which are now, and will remain for some time to come, predominantly rural areas. The inclusion of urban parts of these municipalities would only create the necessity for renewed attempts to devise a tax base which would permit the continued economic operation of agricultural lands. Only when a significant portion of the adjoining municipalities are urbanized or planned for urbanization should incorporation into the Metropolitan Corporation be considered. That there would be some relevance as to what form the Metropolitan Corporation might take is obvious. For example, if the Commission recommended complete amalgamation within Metropolitan Toronto then the governmental relationships which may need to be developed between the single government south of Steeles Avenue would take on a different character than if some form of federated government is to be continued. It is not the role of this brief to speculate on these alternatives. In either case however the fundamental position remains the same; expansion of the boundary of Metropolitan Toronto to the north is not necessarily considered to be a solution to the problems arising out of interdependence nor would such action be necessarily calculated to better provide for the needs of the existing population in the area north of Steeles Avenue.

2. Internal Reorganization

It may very well be that the most needed municipal reform in this area is not so much a matter of joining or not joining the Metropolitan Corporation but one of considering internal reorganization. As noted earlier in this brief there are a number of inter-municipal arrangements for certain services. There has been a growing concern

about the efficient size of municipal units and similar discussions have taken place vis-a-vis a local municipality in the County of York as have occurred between the local municipality and the Metropolitan Corporation.

One school of thought would transfer an increasing number of functions to the County level while another holds that the problems of the south end of the County are sufficiently different from those in the north end that centralization is not the appropriate answer.

In the field of education for example the recent decision by the government to eliminate many local school areas is indicative of the trend toward larger units of administration. It should be stressed that this tendency must be balanced with what the Royal Commission on Local Government in Greater London called "the health of local government". Present day standards of communication and transportation permits, and indeed behooves, some reorganization of local government administration, particularly in semi-rural areas. It is conceivable, for instance, that the trend in educational consolidation could extend to the point where one school authority could administer all levels of education in the southern six municipalities. It is equally conceivable that fire and police services might be organized on the same basis. Whether such consolidation is preferable to centralization of these functions on the County level is not the principal concern of the Commission. It must be the indirect concern since the terms of reference respecting expansion of metropolitan boundaries can only be properly considered as part of a general examination of alternative reorganization possibilities in the fringe area and therefore in the surrounding Counties.

It is submitted that the first stage of potential municipal reorganization in this area ought to be one where alternative internal reorganizations are considered and only then through that process should changed relationships with the Metropolitan Corporation be examined. Since the foregoing alternatives have only begun to be considered by the municipalities in the County of York it is respectfully submitted that unless the terms of reference of the Commission were broadened to include an examination of alternative reorganization of wide areas surrounding Metropolitan Toronto that the Commission can come to no satisfactory conclusion with respect to changed functional relationships between the southern six municipalities and the Metropolitan Corporation or its local municipalities or with respect to the extension of boundaries of the Metropolitan Corporation.

The needs of local government in the southern six municipalities, while exhibiting wide variation, do not indicate the necessity or desirability of removing these municipalities from the County of York or

having the urban portions annexed to the local municipalities in Metropolitan Toronto. It is even more obvious that there is no basis for the creation of a new municipality encompassing the urban portions of the southern six which could theoretically then become a unit or 'borough' of the Metropolitan Corporation.

Finally, it is the view of the southern six municipalities that the priority for any contemplated governmental reorganization in this area must be; first to determine the feasibility and desirability of internal reorganization of municipalities or functions; second, to undertake the foregoing as part of the examination of the future function of the County; and third, to settle the issues arising out of the first two points as they might then relate to Metropolitan Toronto.